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Comprehensive review of the whole question of peacekeeping operations in all their aspects

Implementation of the recommendations of the Special Committee on Peacekeeping Operations

Report of the Secretary-General

Summary

In its 2007 report, the Special Committee on Peacekeeping Operations requested the Secretary-General to submit a report on progress made in the implementation of the recommendations contained therein. The present report outlines progress made on the three broad challenges facing United Nations peacekeeping today: (a) to deliver full support to the 18 current operations and ensure that the 2 new operations — to Darfur and Chad/Central African Republic — are planned, equipped and deployed on time; (b) to complete the implementation of the restructuring of the Department of Peacekeeping Operations and the Department of Field Support as approved by the General Assembly in 2007; and (c) to continue the broader reforms and strengthening of United Nations peacekeeping, as set out in the Peace Operations 2010 plan. The report reflects activities on these fronts over the past 12 months and also sets out the issues and dilemmas for peacekeeping in the year ahead.

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I. Introduction

1. Three broad challenges face United Nations peacekeeping today. The first is to deliver full support to our 18 current operations and ensure that the 2 new operations — that is to Darfur and Chad/Central African Republic — are planned, equipped and deployed on time. Second, we must complete the implementation of the restructuring of the Department of Peacekeeping Operations and the Department of Field Support as approved by the General Assembly in its resolution 61/279. Third, we must continue the broader reforms and strengthening of United Nations peacekeeping, as set out in the Peace Operations 2010 plan. The present report to the Special Committee on Peacekeeping reflects activities on these fronts over the past 12 months and also sets out the issues and dilemmas for peacekeeping in the year ahead.

2. Support to United Nations peacekeeping within the Member States continues to grow. In the past 12 months alone, an additional six Member States have contributed uniformed personnel to United Nations peacekeeping operations, bringing the total number of troop- and police-contributing countries to 119, a historic high. I would like to express appreciation to Burundi, Colombia, Cyprus, the Democratic Republic of the Congo, Qatar and the former Yugoslav Republic of Macedonia for their new contributions.

3. That the United Nations continues to require increased personnel, financial contributions and specialized peacekeeping capacities is a reflection of the continuing recourse to multidimensional peacekeeping as a key instrument of the international community for the maintenance of international peace and security. This is amply demonstrated by the ongoing intensive preparations to deploy two of our most complex peacekeeping operations to date, to Darfur and Chad/Central African Republic. In addition, the Secretariat continued to manage and sustain the 18 peace operations already deployed, sometimes in deteriorating security situations, such as Afghanistan and the Democratic Republic of the Congo, as well as in challenging political environments, such as Côte d'Ivoire, Kosovo and Lebanon. Integrated efforts and engagement by peacekeeping operations remained necessary to consolidate the ongoing stabilization of other countries emerging from conflict and instability, such as Burundi, Haiti, Liberia, Sierra Leone and Timor-Leste.

4. The present report explains how the United Nations continues to respond to the escalating demands being placed upon United Nations peacekeeping. In section II, it assesses the current status of implementation of the restructuring plan authorized by the General Assembly in its resolution 61/279. In section III, it examines how progress on implementation of Peace Operations 2010 is further strengthening United Nations peacekeeping. In section IV, the report sets forth a number of key challenges regarding, in particular, the role of the Member States in supporting peacekeeping operations. A supplementary matrix detailing the Secretariat's implementation of the recommendations made by the Special Committee in its 2007 report,[1] is set out in an addendum to the present report (A/62/627/Add.1).

[1] A/61/19 (Part II). For the final text, see *Official Records of the General Assembly, Sixty-first Session, Supplement No. 19*.

II. Status of implementation of the restructuring of peacekeeping

5. My proposal to restructure the United Nations peacekeeping capacities was aimed at strengthening the management and oversight of peacekeeping resources and the support provided to peacekeepers so as to ensure that they can make a real difference in the lives of the people they are sent to serve. This package was also designed to add momentum to the implementation of the ongoing reform programme of the Department of Peacekeeping Operations, Peace Operations 2010. In turn, the General Assembly recognized the need to strengthen the capacity of the Organization at Headquarters to maintain and sustain peacekeeping operations in the light of the surge in the demand for complex and multidimensional peacekeeping operations.

6. Implementing the restructuring represents a particular challenge, as support to current operations and planning for future missions cannot be disrupted. Since the establishment of the Department of Field Support on 1 July 2007, the Department of Peacekeeping Operations and the Department of Field Support, the Peacekeeping Group, have worked in as seamless and effective a manner as possible to implement the restructuring package. The restructuring of peacekeeping capacities and structure has been guided by six key principles: (a) ensuring unity of command; (b) giving priority to the field; (c) establishing clear lines of reporting and communications; (d) keeping the implementation process straightforward; (e) ensuring the integration of efforts; and (f) ensuring coherence in strategy and policy.

7. A joint Department of Peacekeeping Operations-Department of Field Support team was set up to oversee and guide the implementation of the restructuring package. The restructuring plan of the two Departments focuses on eight priority areas:

(a) Establishment of common policies and processes for the activities of the two Departments;

(b) Selection for senior positions;

(c) Selection of new personnel, including the establishment of integrated operational teams;

(d) Development and conduct of training programmes;

(e) Development and implementation of evaluation mechanisms;

(f) Provision of suitable and sufficient office space;

(g) Provision of information technology, communications support and information management support;

(h) Outreach and information, to Member States and internal and external partners, as well as internally to the staff of the two Departments.

8. As at the time of writing, the Assistant Secretary-General for Peacekeeping Operations, the Assistant Secretary-General for the Rule of Law and Security Institutions, and the Chief of Staff in the Department of Peacekeeping Operations have been appointed. The remaining Assistant Secretary-General position in the Department of Peacekeeping Operations, the Military Adviser, is expected to be

filled in the first quarter of 2008, while the two positions of Africa regional division directors at the D-2 level are expected to be filled in January 2008. In the Department of Field Support, the Directors for the Divisions of Field Budget and Finance and of Field Personnel are to be appointed by the end of December 2007. An Assistant Secretary-General has been appointed as the Officer-in-Charge of the Department of Field Support. The position of Under-Secretary-General for Field Support has been advertised. I welcome the support of the Member States in identifying suitably qualified candidates, in particular female candidates, for this important post.

9. The recruitment of staff for both Departments is proceeding with deliberate speed. It is projected that the majority of the 152 new posts authorized for the two Departments will be filled by early 2008.

10. The offices of the Under-Secretary-General for Peacekeeping Operations and the Under-Secretary-General for Field Support and their key staff have been co-located on the same floor. Co-location facilitates interaction and coordination between the Departments, and in particular, facilitates the Officer-in-Charge of the Department of Field Support in reporting and taking direction from the Under-Secretary-General for Peacekeeping Operations on all matters falling within the purview of the Department of Peacekeeping Operations. Securing office space to accommodate new staff and ensure the co-location of the integrated operational teams, an essential element of the matrix management approach to mission planning and management to be utilized by the integrated operational teams, remains a serious challenge.

11. All special representatives of the Secretary-General for peacekeeping operations were briefed in October by the senior management team of the Department of Peacekeeping Operations and the Department of Field Support on the restructuring and peace operations and have also been kept updated on developments and the impact of the restructuring on them. The two Departments have held regular joint town hall meetings to update staff on the restructuring, and updates are also available on the Intranet of the Department of Peacekeeping Operations-Department of Field Support.

12. The restructuring process has been supported by information management and information technology in terms of creating new correspondence and record management, as well as archiving and routing systems to reflect the establishment of the Department of Field Support. A compendium of information management resources is also being compiled to serve both Departments. A focus is being maintained on communications and information sharing.

13. A number of evaluation mechanisms with key performance indicators are being developed jointly by both Departments. A software system is being developed in order to allow United Nations Headquarters to have real-time access to information and indicators on a broad range of operational activities, and is expected to be functional by June 2008.

Office of the Under-Secretary-General for Peacekeeping Operations

14. The newly authorized position of Chief of Staff in the Department of Peacekeeping Operations, with primary responsibility to monitor and oversee the internal management of the Department on behalf of the Under-Secretary-General,

was filled in early October. As part of those functions, the Chief of Staff has been given responsibility for oversight of the overall implementation of the restructuring package in coordination with the Director, Department of Field Support, as set out in paragraph 7 above. Priority has been given to the recruitment of senior appointments in the Department of Peacekeeping Operations and the Department of Field Support approved by the General Assembly, all of which should be filled by early 2008; the establishment of the integrated operational teams, all of which should be operational during the first quarter 2008; and the modification of policies, procedures and work processes, beginning in the areas of communications and information management, to reflect the establishment of the Department of Field Support, and to increase the coherence and efficiencies at Headquarters in support of peacekeeping operations.

15. The Public Affairs Unit within the Office of the Under-Secretary-General for Peacekeeping Operations was created on 1 July 2007. Effective public relations and communications is a vital part of supporting operations, protecting the investment of the international community in peacekeeping and ensuring the safety and security of United Nations personnel. The creation of the Unit has enabled more effective management and oversight of media relations and public information activities for the two Departments. The Unit establishes public communication priorities, manages day-to-day media affairs and press relations, is responsible for general oversight of external and internal communications, including representational activities, and, in close cooperation with the Department of Public Information, helps to explain the work of peacekeeping while providing public information support and expert advice to field missions and Headquarters staff. With the continuing and unprecedented growth in peacekeeping activities, additional resources will be required to ensure that the Unit is able to match demand and execute the totality of its communications responsibilities.

16. The transfer of the Situation Centre from the Office of Operations to the Office of the Under-Secretary-General was effective as of 1 July 2007.

Office of Operations

17. The complexity, volume and scope of peacekeeping today requires an intensity and frequency of interaction among key peacekeeping actors at Headquarters on strategic, policy, planning and day-to-day operational matters. As such, the Secretariat has initiated the establishment of dedicated full-time integrated operational teams, comprising political, military, police and support specialists, located within the regional divisions of the Office of Operations and supported by thematic advisers. I had initially proposed to the General Assembly the establishment of seven teams with six specialist officers (two military, two police and two support officers) in each team. Twenty-five out of the requested 42 specialist officer posts and 7 General Service posts were approved. As a result, six teams, of mixed composition and structure are currently being established, providing for at least one team in each of the four current Office of Operations regional divisions, although not all teams will benefit from the full capacity of specialist resources. In the meantime, the 25 new specialist posts have been advertised and posted on the Galaxy website or distributed to Member States for nomination of candidates and recruitment is expected to be completed in the first quarter of 2008.

18. The composition of the integrated operational teams is as follows:

(a) Africa I will have two full-complement integrated operational teams — one team will focus on Darfur and the other will focus on the United Nations Mission in the Sudan (UNMIS) and the other missions/teams in Africa I;

(b) Africa II will have two full-complement teams, one for West Africa and the other for the Great Lakes;

(c) The Europe and Latin America Division will have one full-complement team;

(d) The Asia and Middle East Division will have one team with the specialist officers (military, police and support) shared among two sub-teams (one for Asia and the other for the Middle East).

19. The first integrated operational team was established at the end of October 2007. Given the unprecedented scale, complexity and start-up demands of the African Union-United Nations Hybrid Operation in Darfur (UNAMID), it was considered essential to ensure integrated efforts in support of its deployment. The Darfur team has already provided a more comprehensive and efficient mechanism for integrated mission planning, management and support, including, for example, the development of an integrated deployment plan covering all mission elements. The team has also been able to respond to mission-specific issues on a more comprehensive and timely basis, including regarding the use of specialized assets. The experience thus far bodes well for the success of the other teams.

20. The other five integrated operational teams will be established as soon as specialist officers are recruited in early 2008. Thematic advisers, for example judicial, disarmament, demobilization and reintegration, security sector reform, gender and mine action officers, will support or participate in the teams as and when necessary. It is not currently possible, however, to have full-time thematic advisers on the teams given resource constraints. The teams will be pivotal in ensuring close coordination and liaison with United Nations partners outside the Department of Peacekeeping Operations and the Department of Field Support, including through existing integrated mission task forces, and related interdepartmental mechanisms. The teams will be essential to ensuring successful integrated support to missions, and given their limited numbers they will be stretched to meet the demands of the increasingly complex and expanding range of mission tasks.

21. A small ad hoc capacity has been put in place in the Office of Operations to provide for the training and guidance needs of political affairs officers. This capacity is also addressing some of the needs of the specialist officers on the integrated operational teams. As the team concept and approach are new, more systematically developed guidance and training for all members of the teams will be critical to their success.

Office of Military Affairs

22. The Military Division was renamed the Office of Military Affairs, and the position of the Military Adviser upgraded to the Assistant Secretary-General level, as recommended by the Special Committee on Peacekeeping Operations, effective 1 July 2007. A highly qualified candidate had been selected and announced as the Military Adviser, but the candidate was subsequently withdrawn. Therefore, in early

November, the Department of Peacekeeping Operations requested the five top troop-contributing countries to nominate candidates, in line with requests of Member States that candidates representing troop-contributing countries be given due consideration for senior peacekeeping positions.

23. Selection of the new seconded military officers authorized by the General Assembly is ongoing, and they are expected to arrive between January and May 2008. The objective of the Department of Peacekeeping Operations is to strengthen the capacity of the Office of Military Affairs to support field missions in both routine and crisis situations, and thus promote confidence of Member States in the military oversight by United Nations Headquarters. To this end, the Office will increase its capacity through balancing refinements in the structure of the strategic military cell of the United Nations Interim Force in Lebanon (UNIFIL), with improvements in the Office of Military Affairs, incorporating the strongest features of the strategic military cell and making them available to all missions, and also examining current functions of the Office. This effort has highlighted the need for key military specialties, including maritime, aviation, signals and military information collection and analysis expertise to strengthen versatility of the Office and its coordination and execution of support to all types of operations.

24. In the interest of resource efficiency and unity of effort, the strategic military cell will be reduced in size and incorporated into the Office of Military Affairs as a separate, but integral, crisis cell. The strategic military cell/crisis cell will continue to provide critical support, directed by a general officer who will routinely report to the Under-Secretary-General through the Military Adviser, with direct access to the Under-Secretary-General in the event of a crisis or other exigency. The strategic military cell/crisis cell will maintain its key capacities until such time as those capacities have been added to the mission and structure of the Office.

25. The aforementioned enhancements would provide the Office of Military Affairs with the additional capacity needed to meet ongoing requirements of the peacekeeping surge. However, key troop-contributing countries can and should play a pivotal role in augmenting the surge efforts of the Office, particularly in the planning phases of new or fundamentally changed operations. The Department of Peacekeeping Operations will review modalities to that end.

Office of the Rule of Law and Security Institutions

26. Responding to the need underscored in the report of the Panel on United Nations Peace Operations (A/55/305-S/2000/809) for a comprehensive and holistic approach to the rule of law incorporating police, judicial, legal and correctional elements in United Nations peace operations and a strengthened and integrated approach to rule of law and security and reflecting experience to date, the Office of the Rule of Law and Security Institutions was formally established within the Department of Peacekeeping Operations in July 2007. The Assistant Secretary-General for the Rule of Law and Security Institutions assumed his new functions in early September 2007. More than a collection of individual entities, the Office consolidates into one office the following existing capacities: police, justice, corrections, mine action, disarmament, demobilization and reintegration, as well as establishing a new security sector reform capacity. The Office provides support primarily to United Nations peacekeeping operations. It also has certain global responsibilities within the United Nations system. These include providing

assistance at the Headquarters level on police and correctional matters in the context of countries with no peacekeeping missions. The new security sector reform capacity is assisting in articulating the role and activities of the Organization as a whole in this field. Finally, the Office includes the United Nations Mine Action Service, which is mandated to coordinate and to provide services to various United Nations entities outside the Department.

27. A key task of the Office of the Rule of Law and Security Institutions is to provide, in close coordination with the Office of Operations, strategic advice and guidance relating to rule of law and security institutions to the integrated operational teams and to the Office of the Rule of Law and Security Institutions counterparts in missions. With regard to the latter, steps have already been taken to ensure closer collaboration and to strengthen early dialogue on reports of the Secretary-General, reviews of Security Council mandates, budgets, results-based frameworks and performance reports, to ensure that timely technical advice is incorporated. Within the Office of the Rule of Law and Security Institutions, formalized planning processes will bring together all components to provide coherent support to missions. The pillar has also commenced an inventory of all rule of law and security related projects planned and implemented by the missions, United Nations country teams, bilateral, national authorities and non-governmental organizations in order to provide a global picture that will allow for improved strategic planning. The Office is also working closely with key partners, including members of the Rule of Law Coordination and Resource Group. Attention is also being paid to strengthening the capacities of Headquarters, given the inadequate staffing levels as related to the range of mandated tasks and the number of counterparts requiring support in field missions.

28. The United Nations police are increasingly assigned the task of realizing complex reform and restructuring and rebuilding mandates within integrated rule of law frameworks. As such the location of the Police Division within the integrated structure of the Office of the Rule of Law and Security Institutions is a further step towards a more holistic approach to the rule of law work undertaken by field missions. At the same time, the Police Adviser, who joined the Department of Peacekeeping Operations in September, continues to be a member of the senior management team of the Department and has direct access to the Under-Secretary-General for Peacekeeping Operations as and when required.

29. Since the last overview report on the Department of Peacekeeping Operations (A/61/858 and addenda), the authorized strength of police components of peacekeeping operations has increased by over 65 per cent: new United Nations missions with significant police components and complex mandates have been authorized in Darfur and Chad. The Police Division must support up to 16,000 United Nations police officers active in 18 peace operations in 2008 and beyond. Supporting this increasingly large and complex demand requires dedicated experts and specialists, especially for some key areas of work, including strategic development as well as mission support.

30. Further to the General Assembly's allocation of security sector reform capacities, the Office of the Rule of Law and Security Institutions has prioritized recruitment of security sector reform experts. Next steps include the development of security sector reform policy, guidance and training, establishment of a roster of qualified experts and the provision of strategic and technical support to those

peacekeeping operations with a security sector reform mandate. In addition, at the request of the Special Committee, a comprehensive report of the Secretary-General on security sector reform is being prepared. This report represents an important opportunity to develop a holistic and coherent approach to security sector reform within the United Nations system. While it will emphasize the role of the United Nations in post-conflict/peacekeeping contexts, it will also address the prevention, peacebuilding and longer-term development aspects of security sector reform. It will take stock of lessons learned and highlight the reality that United Nations engagement is only one element of a broader international commitment to support States and other national actors in undertaking security sector reform.

Policy, Evaluation and Training Division

31. The Policy, Evaluation and Training Division was established on 1 July 2007. The Division comprises the existing Peacekeeping Best Practices Section and the Integrated Training Service, and small new teams for evaluation and for partnerships. It provides an integrated capacity to develop and disseminate policy and doctrine; capture and share best practices; develop and deliver standardized training; evaluate mission mandate implementation; and develop strategic cooperation with various peacekeeping partners. The Division provides support to both the Department of Peacekeeping Operations and the Department of Field Support as a common platform and demands on its services are expanding along with the surge in peacekeeping.

32. Commonality of approach in policy, guidance and training ensures that field missions share common methodology and standards. To that end, the Peacekeeping Best Practices Section provides guidance materials to all Headquarters and field personnel through the peace operations Intranet and supports all missions through electronic networks, known as communities of practice, for specialized mission elements, such as gender and rule of law. Recent guidance material has covered joint operations centres, joint mission analysis centres, risk management and quick impact projects.

33. The operations of the newly established evaluation team and the partnerships team are still in their formative stages. An evaluation of the United Nations Truce Supervision Organization (UNTSO) has been completed and three more evaluations are slated before 30 June 2008. Revised guidance material for evaluation teams is under development.

34. The partnerships team has made good progress in its work with regional organizations and development partners. As examples, the Department of Peacekeeping Operations has built on the lessons and experience of cooperation with the European Union force for the Democratic Republic of the Congo, and has developed coordination mechanisms with the European Union to facilitate joint planning and activity when the European Union engages in support of a United Nations peacekeeping mission. Good progress has also been made on cooperation with the World Bank. The partnerships team has developed guidelines on joint operational initiatives with the World Bank, implemented in an undertaking in Haiti.

III. Status of progress on the implementation of Peace Operations 2010

35. In 2005, the Secretariat outlined Peace Operations 2010, a vision for reform formulated in close consultation with the Member States and designed to equip peacekeeping to meet current and future challenges based around five components essential to successful peace operations: personnel, doctrine, partnerships, resources and organization.

36. Efforts to promote gender equality in peacekeeping continue apace, using a three-pronged approach aimed at developing and revising policy and guidance materials, facilitating outreach to women in post-conflict countries and drawing on their contributions to inform all aspects of the transitional agenda, and increasing the recruitment and deployment of women to peacekeeping.

Personnel

37. As Secretary-General, I am committed to increasing the number of women serving in the field, and, in particular, to ensuring their participation in leadership positions and in operational military and police roles. The deployment of women enhances the operational impact of peacekeeping. It facilitates engagement with local women, which in turn improves information gathering, outreach to the local population and understanding of the operational context — all crucial factors to the success of any mission. Women peacekeepers also serve as role models and catalysts to increase the participation of local women in post-conflict processes. Moreover, the increased participation of senior women peacekeepers strengthens the credibility of the United Nations to more effectively advocate for democratic and inclusive governance in post-conflict countries, by serving as a standard-setter, including through the composition of its own personnel.

38. The Secretariat took a number of concrete steps during 2007 to recruit senior women peacekeepers. Since February, the number of women serving in senior civilian positions has increased by more than 40 per cent, and they now comprise 17 per cent of the total senior positions. A woman was appointed as my Special Representative to lead the United Nations Mission in Liberia (UNMIL), and female deputy heads of mission were appointed in the Sudan, Burundi and Liberia. The United Nations Integrated Office in Burundi (BINUB) and the United Nations Peacekeeping Force in Cyprus (UNFICYP) have appointed women as Senior Police Advisers and a female candidate has also been selected and appointed as Deputy Police Commissioner of UNAMID. While we still have far to go, the momentum towards achieving greater balance is building. I again request Member States to work closely with the Secretariat in proposing suitably qualified female candidates willing to be deployed to peacekeeping contexts.

39. In a further step towards increasing the number of women deployed in uniformed peacekeeping functions and specifically towards meeting the 10 per cent target for female deployments established by the Department of Peacekeeping Operations in consultation with troop- and police-contributing countries, the Department continued its policy discussions, initiated in 2006, with troop- and police-contributing countries. This outreach effort has extended to both traditional troop- and police-contributing countries such as Ghana, India, Nigeria and Pakistan, as well as recent contributors such as China and El Salvador. Following policy

dialogue with troop- and police-contributing countries held in Pretoria, South Africa, in February 2007, four Member States (Argentina, Nigeria, Pakistan and South Africa) agreed to review and strengthen policy measures at the national level to facilitate the deployment of women to peacekeeping missions in future. I would like to commend these efforts. Member States further agreed to work towards matching the number of women deployed to peacekeeping missions to the actual percentage of women in their national military or police services, and also agreed to review the qualification requirements for the recruitment of women to military and police services in order to remove those that discriminate against women (for example, biometric requirements).

40. Responding to General Assembly resolution 58/257 calling for the reform of the Field Service category, the Secretariat undertook a comprehensive review of historical and projected civilian staffing requirements and the staffing strategies employed over time to meet the specific needs of peacekeeping. The addendum to the report of the Secretary-General on investing in people (A/61/255/Add.1 and Corr.1) proposed the establishment of 2,500 civilian career peacekeepers in both the Field Service and Professional categories performing functions required in virtually all peace operations, who would be managed centrally. The report of the Secretary-General on civilian career peacekeepers (A/61/850) provides further information on the management and operation of the proposed 2,500 civilian career peacekeepers.

41. At the request of the General Assembly, the International Civil Service Commission (ICSC) reviewed the range of the Secretariat's proposals for reform of contractual arrangements and conditions of service in the field.[2] In the addendum to its report for the year 2006,[3] the Commission supported the phasing out of the 300 series of appointment of limited duration in non-family duty stations, the elimination of the mission-specific appointment, the designation of missions as family or non-family depending on the security phase and the introduction of the special operations approach for non-family duty stations in United Nations peace operations.

42. After considering the Secretary-General's human resources reform proposals, the Advisory Committee on Administrative and Budgetary Questions recommended approval of the Secretary-General's proposals to streamline contractual arrangements under one set of staff rules (see A/62/7/Add.14). The Committee also supported the proposal to designate missions as "family" or "non-family" duty stations based on the security phase and the proposal to replace the occasional recuperation break with paid rest and recuperation travel. The Committee recommended that the General Assembly defer consideration of the introduction of the special operations approach to allow sufficient time for the improvements associated with streamlined contractual arrangements to take effect. The Committee also did not recommend the establishment of the proposed 2,500 civilian career peacekeepers, since in the view of the Committee, the streamlining of contractual arrangements would eliminate the mission-specific appointment and allow international staff to become part of the global workforce, with the same mobility

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[2] See A/61/255 and Add.1 and Add.1/Corr.1, A/61/861 and *Official Records of the General Assembly, Sixty-first Session, Supplement No. 30, addendum* (A/61/30/Add.1).

[3] *Official Records of the General Assembly, Sixty-first Session, Supplement No. 30, addendum* (A/61/30/Add.1).

requirements and career development prospects as the rest of the Secretariat. The General Assembly is expected to consider these reform proposals during its sixty-second session.

43. Efforts continue to ensure that staff, including mission leaders, are better prepared for their assignments. The Integrated Training Service, located within the Policy Evaluation and Training Division, has devoted considerable attention to developing standardized training materials and distributing these materials to Member States and the peacekeeping training centres. The Service has also provided a range of multidisciplinary trainings and specific training courses for senior mission staff through the senior mission leaders course and the senior leadership induction programme. In addition, a senior mission administration and resources training programme is currently under development. The Service maintains close links with the Peacekeeping Best Practices Section to ensure that the latest developments in peacekeeping practice and theory are included in their training. The Service has also assisted in developing training for the integrated operational teams and a pilot course has been delivered to the Darfur team.

44. A central dilemma facing the Integrated Training Service is the problem of scale: it cannot provide training for the more than 100,000 personnel in the field. Thus, the Service collaborates closely with Member States and other partners who also engage in United Nations peacekeeping training. In response to requests from Member States, the Service will develop a strategy clarifying its role as a centralized training service focusing on five key areas: (a) policy development, including setting training standards aligned with the policies and guidance of the Department of Peacekeeping Operations; (b) enhanced support and advice to Member States engaged in peacekeeping training; (c) training support to field missions; (d) further development of senior leadership and management strategy; and (e) increased use of information technology, including the development of an Integrated Training Service website. A comprehensive assessment of field and Headquarters training needs will be conducted in early 2008.

45. The Department of Peacekeeping Operations and the Department of Field Support continue to take steps aimed at mitigating risks, including in the predeployment stage. The 2004 security risk management model developed by the Department of Safety and Security and the Department of Peacekeeping Operations, and endorsed by the Inter-agency Security Management Network, remains the primary system-wide tool to identify emerging threats and areas of vulnerability. It is against this backdrop that countrywide or area-specific security phases are determined by the Department of Safety and Security. However, as the United Nations security management system arrangements do not apply to uniformed personnel, military and police deployment generally proceed irrespective of the security phase in effect. The Department of Peacekeeping Operations, the Department of Field Support and the Department of Safety and Security are currently working on policy guidance that would bring under the security arrangements of the Department of Safety and Security all individual military and police officers deployed in field missions as "experts on mission". In this regard, the Department of Peacekeeping Operations and the Department of Field Support are seeking the support of the Special Committee for the creation of a full-time security focal point in the Department of Peacekeeping Operations in order to deliver a cohesive security management policy and to provide technical advice. In a similar vein, a dedicated safety focal point should be created in the Department of Field

Support to assist the Under-Secretary-General for Field Service in exercising strategic oversight of safety-related measures within missions led by the Department of Peacekeeping Operations and the Department of Political Affairs.

46. Much of the capacity to plan for and address contingencies related to the safety and success of missions and their personnel is in place. All missions are required to have an updated security plan that takes into account various contingencies. Work needs to be done to ensure that all security assets (host Government, United Nations civilian, United Nations military and United Nations police) are coordinated for both day-to-day and contingency security operations.

Doctrine

47. Doctrine remains one of the central pillars of the reform effort launched by the Department of Peacekeeping Operations in 2005 and progress has been made towards the development of a comprehensive body of guidance materials for peacekeepers. Policy directives have been issued on quick impact projects, reinforcement for field missions, and staff welfare and recreation, as well as guidelines on a range of issues, including the participation of women in elections and police officers on assignment with peace operations.

48. A key priority for the Department of Peacekeeping Operations and the Department for Field Service in the past year has been the development of an overarching guidance document, formerly referred to as the "capstone doctrine", which aims to provide practitioners and partners with a comprehensive overview of the principles and concepts guiding the planning and conduct of contemporary United Nations peacekeeping operations. To that end the Peacekeeping Best Practices Section engaged in a wide consultative process involving expert-level regional workshops which brought together representatives of the major troop- and police-contributing countries, donor countries, United Nations staff and leading academics. Consultations were also held at United Nations Headquarters with Member States and United Nations system partners.

49. The guidance document constitutes the first attempt in over a decade to clarify the nature and scope of United Nations peacekeeping operations for the benefit of peacekeeping practitioners and partners. It should be considered a living document that will need to be updated and reviewed to reflect the evolution of United Nations peacekeeping operations. To that end the highly constructive dialogue that has taken place between the Secretariat and the Member States should continue in the coming years to ensure that the document remains a useful guide for United Nations peacekeepers.

50. Despite these significant developments, personnel in the field and at Headquarters still lack clear guidance on a number of critical issues and tasks, such as the protection of civilians, civil-military coordination, mission integration and risk management. Given the surge of United Nations peacekeeping operations, ensuring that United Nations peacekeepers have access to high-quality guidance and that the guidance is aligned with training is both an operational necessity and a daunting challenge requiring significant support.

Partnerships

51. Since the Peace Operations 2010 priorities were first identified, peacekeeping partnerships have evolved rapidly. The objective of enabling cooperation with the many different partners in the field — regional organizations, international financial institutions and other development partners, humanitarian actors and non-governmental organizations as well as the private sector — remains the same. The nature of these partnerships, however, has become far more complex and raises serious questions for United Nations peacekeeping as to how partnerships can be taken forward in a consistent and practically effective way across all the environments in which we are engaged.

52. Regional organizations are the only other multilateral bodies with institutionalized peacekeeping capacities and as such are essential partners to the United Nations. The Member States of regional organizations is drawn from the States Members of the United Nations and we rely on the same Member States to provide the political and resource support for all peacekeeping. Increased cooperation with the African Union, the European Union and other regional actors can contribute to overall knowledge and capacity, encourage effective collaboration based on comparative advantage, facilitate the efficient use of finite global resources, and serve as a means of exchanging best practices and transferring expertise.

53. UNAMID and the United Nations Mission in the Central African Republic (MINURCAT) are significant departures from previous models of United Nations-regional organization cooperation in peacekeeping, such as bridging or transition operations. The political and other imperatives that have led to the establishment of these joint operations also pose challenges for effective delivery in the field. Familiarity with respective peacekeeping structures and procedures, established detailed technical frameworks for cooperation and effective liaison arrangements are essential for joint operations to succeed. A balance must be struck between the development of institution and case-specific arrangements and the elaboration of a transparent, global framework for cooperation. We need to move from a series of bilateral partnerships to an interlinked collaborative network that can facilitate coordination among regional and subregional peacekeeping partners in each specific environment. It will be important that a careful review of the lessons of UNAMID and MINURCAT is undertaken in due course to inform future partnership arrangements.

54. Partnership also includes those actors that bring distinct and complementary contributions to early economic recovery and development, including the World Bank and other international financial institutions as well as United Nations and non-United Nations development partners. Events in the Democratic Republic of the Congo, Haiti and Liberia demonstrate that United Nations peacekeeping operations can assist the impact of early recovery activities and provide direct operational support to institution-building activities in areas such as the rule of law, security sector reform and economic governance. We have made some progress in linking overall strategic approaches through the integrated mission framework and better alignment of respective planning processes. It is proving far more difficult, however, to translate this into practical collaboration through joint frameworks, programmes and activities. The administrative and financial procedures of the United Nations undercut the system's ability to deliver as one and, in an integrated

mission context, make it difficult to structure joint initiatives with external partners. Operational collaboration with development partners will be a priority for United Nations peacekeeping and must involve consideration of how mission resources, as well as procedures, can help catalyse post-conflict recovery.

55. In recognition of the importance of effective partnerships, Member States supported the establishment of a small partnership capacity in the Department of Peacekeeping Operations in 2007. Its early activity has reaffirmed the gains to be had by building effective linkages between United Nations and non-United Nations partners. In due course we will need to review and assess, including through input of United Nations peacekeeping partners, this nascent capacity and how we can reinforce and build on it.

Resources

56. Working in close cooperation with currently deployed peacekeeping operations and Member States, the Department of Peacekeeping Operations has progressed on the development of enhanced rapidly deployable capacities. In response to the request of the Special Committee to continue to explore different options in consultation with Member States, produce a generic deployment policy and conduct a reinforcement needs analysis and revise periodically, the Department of Peacekeeping Operations developed in early 2007 a draft policy on reinforcing field missions through the deployment of enhanced rapidly deployable capacities. This policy initiated analysis and assessment to determine which missions required enhanced rapidly deployable capacities support. Five missions were identified as most needing enhanced rapidly deployable capacities support in the short term, UNIFIL, UNMIS, the United Nations Operation in Côte d'Ivoire (UNOCI), UNMIL and the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC). A strategic reinforcement needs assessment was subsequently completed for each mission, which determined the enhanced rapidly deployable capacities size, type and response times required.

57. To formally ascertain the willingness of troop-contributing countries with the requisite operational capabilities and interest, a note verbale was sent to 21 Member States to formally request enhanced rapidly deployable capacities support to address mission-specific requirements for the five missions. Member States were briefed informally on 17 December 2007 and will be informed of the outcome of the Secretariat's request for enhanced rapidly deployable capacities support during the 2008 session of the Special Committee. These discussions will inform our further thinking on this important issue and assist in determining our future course of action.

58. The standing police capacity, comprising of 25 Professional and 2 administrative staff, will be fully operational by early 2008. All 27 incumbents have been selected, of whom 18 reported for duty between April and December 2007. Approximately 25 per cent of the Professionals are female police officers, a milestone in the recruitment of United Nations police officers.

59. The standing police capacity has been increasingly involved in activities ranging from assessment to strategic planning, training, selection and deployment. In July 2007, the standing police capacity was directed by the Under-Secretary-General of the Department of Peacekeeping Operations to take the lead on the police planning for MINURCAT. The standing police capacity conducted strategic and

operational planning within the concept of an integrated mission planning process, drafted the police concept of operations; developed comprehensive training programmes for Police tchadienne pour la protection humanitaire (PTPH); developed a detailed portfolio of police projects; engaged donors, helped to set up a mission trust fund; and drafted a police-related agreement to be signed by MINURCAT and the Government of Chad. An initial complement of nine standing police capacity members was deployed to MINURCAT during the last quarter of 2007 to provide the initial leadership of the police component.

60. With the establishment of two major missions (UNAMID and MINURCAT) with important police components in the past 12 months it has become clear that the demand for standing police capacity support in starting up new missions, providing assistance to existing ones and conducting evaluations and assessments outstrips its limited resources.

61. The Department of Peacekeeping Operations is continuing plans for the redeployment of all the standing police capacity members to the United Nations Logistics Base at Brindisi, Italy, by the beginning of 2009. A comprehensive report on the initial standing police capacity activities will be prepared by a panel of experts, including representatives of Member States, and submitted in mid-2008. The report will include issues relevant to the future of the standing police capacity, including its core functions, as well as the required strength, needs of expertise and location of its base.

Organization

62. The further development and implementation of the integrated mission planning process, in close consultation with integrated mission planning process partners across the United Nations system, has focused on policy issues, the design of guidance materials and building human resources capacity in the field.

63. The revised integrated mission planning process guidelines have informed the planning efforts of new missions (Burundi, Darfur and Timor-Leste), missions adapting to changed political and security conditions (Côte d'Ivoire, Democratic Republic of the Congo, Haiti and Liberia), as well as missions refining their current plans (Sierra Leone and the Sudan). In the absence of formal integration of the integrated mission planning process in the internal processes of all United Nations entities, however, such implementation has been ad hoc, and has been more extensive at the country level than at Headquarters. Experience to date has provided important insights into planning and operational processes and procedures, which will require further strengthening through discussions with stakeholders.

64. A comprehensive set of operational guidance notes are under development to translate the integrated mission planning process from policy prescriptions into standard practice. They are expected to be completed by the first quarter of 2008. In the area of training, the Integrated Training Service and the integrated mission planning process adviser will prepare integrated mission planning process training material to support a training of trainers programme with modules for senior managers and working level planners. The integrated mission planning process adviser who will advise the integrated operational teams and report to the Assistant Secretary-General/Office of Operations, is expected to be recruited in early 2008. With the appointment of integrated mission planning process officers in the Office for the Coordination of Humanitarian Affairs and the United Nations Development

Group, and of focal points in the Department of Political Affairs and the Peacebuilding Support Office, the United Nations system is well on the way to developing core Headquarters expertise to facilitate implementation of the integrated mission planning process and further develop policy and guidance materials. Field level planning capacity should be provided from the earliest days of the establishment of a peacekeeping operation.

65. The Special Committee on Peacekeeping Operations has devoted a great deal of attention to one form of serious misconduct, namely sexual exploitation and abuse. I congratulate Member States for the significant progress that has been achieved during the past year, notably the establishment of posts in the conduct and discipline units at Headquarters and in missions and the adoption by the General Assembly of resolution 61/267 B of the revised draft model memorandum of understanding between the United Nations and troop-contributing countries.[4] In addition, significant progress has been made with regard to the draft comprehensive policy and strategy on victim assistance (see A/60/877, annex).

66. The new provisions on misconduct[4] have been incorporated as amendments to the model memorandum of understanding contained in chapter 9 of the "Manual on Policies and Procedures Concerning the Reimbursement and Control of Contingent-Owned Equipment of Troop/Police Contributors Participating in Peacekeeping Missions (COE Manual)" (A/C.5/60/26, annex). In all new negotiations with potential troop-contributing countries, the new amended model memorandum of understanding is being used as the basis for negotiations. In addition, it is also the intention, subject to review by the Office of Legal Affairs, to amend already signed memorandums of understanding with current troop-contributing countries with the new provisions on misconduct.

67. With respect to investigations and cooperation with the Investigation Division of the Office of Internal Oversight Services, discussions are ongoing to develop guidelines and a modus operandi that will address some of the major challenges associated with investigation of the most serious allegations. In this connection, and in order to bring added transparency into the system, the misconduct tracking system designed to report, record, track and analyse allegations of misconduct is being pilot tested for launch in the second quarter of 2008.

68. The draft comprehensive policy and strategy on victim assistance (see A/60/877, annex) was the subject of review by an ad hoc open-ended working group of the General Assembly established in July 2007. It completed the consideration on 7 December 2007 and endorsed a revised strategy (see A/62/595) on 21 December 2007, in its resolution 62/214 the General Assembly adopted the United Nations Comprehensive Strategy on Assistance and Support to Victims of Sexual Exploitation and Abuse by United Nations Staff and Related Personnel. The Strategy enables the United Nations to help victims of sexual exploitation and abuse perpetrated by United Nations personnel. Under the strategy, victims will receive assistance to address their needs directly arising from the exploitation or abuse suffered. Assistance may include medical treatment, counselling, social support, legal services or material care. In addition, the Strategy recommends that the United Nations work with Member States to facilitate, within their competence, the pursuit

[4] A/61/19 (Part III), annex. For the final text, see *Official Records of the General Assembly, Sixty-first Session, Supplement No. 19.*

of claims related to paternity and child support. The Department for Field Support and the Office for the Coordination of Humanitarian Affairs will commence drafting an implementation guidance note that can be used in the field to implement the Strategy.

69. A comprehensive review on welfare and recreation is being prepared, as requested by the General Assembly in its resolution 59/300. Information for the review has been collected from Headquarters and four peacekeeping missions (MONUC, ONUCI, UNMIS and the United Nations Stabilization Mission in Haiti) and a progress report is being finalized for consideration by the Special Committee on Peacekeeping Operations. Should the strategy be approved, financial resources from mission budgets may be required.

70. A mission-focused communications campaign to combat prostitution/ transactional sex in missions is under way, including field-based workshops to develop strategies. Implementation of these strategies will commence in Côte d'Ivoire, the Democratic Republic of the Congo, Haiti, Liberia, the Sudan and Timor-Leste in January 2008. The campaign, funded by donor contributions, is part of a broader prevention effort to align peacekeeping personnel behaviour with United Nations standards of integrity and conduct.

71. The Special Committee and the Sixth Committee were mandated to consider a first report of the Group of Legal Experts on ensuring the accountability of United Nations staff and experts on mission with respect to criminal acts committed in peacekeeping operations (A/60/980). The Working Group of the Sixth Committee met in October 2007 to consider a note submitted by the Secretariat (A/62/329), outlining a series of short-term measures which could be implemented by the Assembly, as well as expressing support for the eventual negotiation of an international convention on the criminal accountability of United Nations officials and experts on mission. This resulted in the adoption by the General Assembly on 6 December 2007 of resolution 62/63, in which it strongly urged States to extend jurisdiction to cover criminal misconduct of their nationals while serving as United Nations officials or experts on mission. Additionally, the Assembly encouraged States to cooperate with each other and with the United Nations in the exchange of information and in facilitating the conduct of investigations, and, as appropriate, the prosecution of the relevant persons. The Assembly urged the Secretary-General to continue to take practical measures to strengthen training on United Nations standards of conduct. The Secretary-General was also requested to reveal all alleged crimes to the States against whose nationals such allegations are made, and to request from those States an indication of the status of the cases. Finally, the Secretary-General was requested to report to the Assembly at its sixty-third session on the implementation of the resolution on the basis of information received from Governments.

72. As far as training activities are concerned, the Conduct and Discipline Unit in cooperation with other services, in particular the Integrated Training Service, has finalized the standard training modules 2 and 3 on combating sexual exploitation and abuse addressed to mid-level managers and commanders and to senior mission leadership, respectively.

IV. Observations

73. The year 2007 has been a momentous one for United Nations peacekeeping. The Secretariat has initiated the most significant reform of peacekeeping since the reform undertaken in response to the recommendations of the Panel on United Nations Peace Operations. Simultaneously, the United Nations has embarked upon mounting the largest and most complex peacekeeping operation to date — Darfur, while continuing to provide sustained support to the 18 ongoing peacekeeping operations.

74. The present report points out some key areas that may need further strengthening as the Department of Peacekeeping Operations and the Department for Field Support meet the relentlessly continuing surge in complexity, demands and size of United Nations peacekeeping and continue reform efforts under Peace Operations 2010 to ensure that the Peacekeeping Group is positioned to meet future challenges. This effort also requires that we seek ever more flexible, creative and cost-effective approaches to managing and conducting peacekeeping operations. We must continue to adapt peacekeeping, in particular by learning lessons from the field. The capacity of United Nations peacekeeping to learn and to evolve lies at the heart of its success.

75. The broad and complex mandates of today's multidimensional peace operations reflect the varied civilian, military and police capabilities required to provide support to a fragile peace process. These tasks include the provision of advice and support to political transitions and assisting in the development of political structures, helping to restore State authority and promote public security, strengthening rule of law institutions and supporting judicial and legal system reform, ensuring humanitarian assistance, protecting civilians, supporting disarmament, demobilization and reintegration and security sector reform and the holding of elections, and putting in place the beginnings of economic recovery.

76. The majority of these tasks result from the extension of peacekeeping into early peacebuilding. This is how it should be, given that neither process begins or ends at a predetermined point, but is rather composed of a range of overlapping and mutually complementary activities. It is essential that the resources, attention and momentum that accompany the deployment of a complex peacekeeping operation should be harnessed so as to provide a common strategic vision to guide the activities of the United Nations towards overall peacebuilding. This necessitates that the peacekeeping operation provide a common framework for United Nations activities in the early stages of peacebuilding.

77. Notwithstanding the challenges, integrated missions remain the best vehicle to ensure a coherent, system-wide approach to the United Nations engagement at the country level to provide early support to consolidating sustainable peace. A peacekeeping operation is just one piece of the broader picture and sustained efforts by all partners remain pivotal to integrated approaches, in particular in relation to cross-cutting issues like gender and protection of civilians. This demands a continuous dialogue between all concerned actors, including the peacekeeping operation, United Nations agencies, funds, and programmes and Member States. It is vital that the Member States and the United Nations system continue to devise ways and means for effective collaboration to maximize the impact of our engagement in post-conflict situations. This also requires consistency in the

prioritization of country programming and coordinated resource mobilization efforts by Member States, and a readiness by all to be coordinated by nationally led priorities.

78. The surge in peacekeeping also places increasing demand on Member States to provide qualified personnel and assets. This is not a question of numbers alone but a question of ensuring that qualified and well-trained units, in particular specialized capacities, air assets and other logistical support, are available to implement the mandates authorized by the Security Council. It is essential, therefore, that Member States match the resources and logistics with the tasks of the missions. The risks in not doing so are no more apparent than in Darfur, the most complex operation of the United Nations to date, which carries with it the greatest risk of the past 10 years. If Member States do not provide the timely support required to deploy and sustain UNAMID, the Operation will face serious risks and, potentially, the risk of failure.

79. The demands on United Nations peacekeeping test the will of the international community as a whole. To be effective, United Nations peacekeeping relies upon the concrete contribution of the Member States in personnel, finances and political support. Indeed, strong political support from the Member States remains the sine qua non for success. As such, I call upon the Member States to collectively meet today's peace and security challenges and, in particular, to provide the unity of political support required for successful implementation of the mandates of United Nations peace operations. In the final analysis, this is the single most critical asset for the success of United Nations peacekeeping.

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Comprehensive review of the whole question of peacekeeping operations in all their aspects

Implementation of the recommendations of the Special Committee on Peacekeeping Operations

Report of the Secretary-General

Addendum

Summary

Pursuant to paragraph 232 of the report of the Special Committee on Peacekeeping Operations and its Working Group on the 2007 substantive session (A/61/19 (Part II)), the matrix contained in the present report provides an overview of the status of all the recommendations contained in the report of the Special Committee and its Working Group. The matrix is supplemental to the report of the Secretary-General (A/62/627). A short summary of each recommendation is given, as well as reference to the relevant paragraph in document A/61/19 (Part II).

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	Paragraph in A/61/19 (Part II)[1]
I. Realignment	
1. Conduct realignment with the following five goals	20
(a) Ensure the success of missions The Department of Field Support provides expert and responsive field support capabilities and resources in the areas of personnel, budget and finance, communication and information technology and logistics.	
(b) Enhance the safety and security of personnel The Department of Field Support is a member of the Department of Safety and Security-Department of Peacekeeping Operations Standing Committee for Security to ensure consultation among the departments on related security issues. The Peacekeeping Operations Support Service of the Department of Safety and Security was realigned to include the Department of Field Support as a dedicated client. With the establishment of integrated operational teams, the Peacekeeping Operations Support Service aligned security coordination officers to support each team.	
(c) Improve accountability and the effective management of resources The Department of Field Support is empowered and held accountable in undertaking the administration and management of field personnel, financing and budgeting, integrated logistics support and supply chain management, and the provision of information and communications technology.	
(d) Increase qualified peacekeeping capacity The Department of Field Support is developing its human resources support concept, which encompasses strategic workforce planning, assessments of existing and potential labour sources, systematic staff management and development and targeted recruitment.	
(e) Ensure proper conduct and discipline The formal establishment of the Conduct and Discipline Unit within the Office of the Under-Secretary-General for Field Support provides direct access and advice to the senior leadership of the Department of Field Support and the Department of Peacekeeping Operations on both technical/operational, and policy/strategic levels.	
2. Ensure accountability and responsibility of the Secretariat at all levels, clear lines of reporting and greater accountability of the Secretary-General as the Chief Administrative Officer to the Member States Priority has been given to recruitment of additional members of the leadership of the Department of Peacekeeping Operations and the Department of Field Support to effectively delegate authority, responsibility and accountability. Additional steps will be taken pursuant to the accountability study undertaken by the Department of Management, to be considered by the General Assembly in 2008.	21

[1] To appear in final form in *Official Records of the General Assembly, Sixty-first Session, Supplement No. 19*.

	Paragraph in A/61/19 (Part II)[1]
3. Issue a separate report of the Secretary-General further elaborating the proposal for realignment A comprehensive report on strengthening the capacity of the United Nations to manage and sustain peace operations (A/61/858 and Corr.1) and its full financial implications (A/61/858/Add.1, Add.1/Corr.1 and Add.2) were submitted to the General Assembly in April 2007. A follow-on report will be submitted to the General Assembly by the end of January 2008.	23
II. Safety and security	
4. Elaborate modalities for cooperation between the Department of Safety and Security and the Department of Peacekeeping Operations, and provide time frames for the implementation of the policy of the two Departments The Department of Safety and Security and the Department of Peacekeeping Operations are working together based on the framework for accountability for the United Nations security management system. These measures are contained in the policy paper on policy on cooperation and coordination between the Department of Safety and Security and the Department of Peacekeeping Operations, made available to the Special Committee in October 2006, and include holding regular meetings of the Department of Peacekeeping Operations-Department of Safety and Security Standing Committee on Security at the Under-Secretary-General level to review outstanding issues and decide on security priorities or security-related concerns, and also include the provision of dedicated support and assistance by the Department of Safety and Security to the Department of Peacekeeping Operations through the Peacekeeping Operations Support Service on security aspects related to civilian personnel in the field.	43
5. Develop modalities for the use, and engage in utilization of advanced monitoring and surveillance technologies The Department of Peacekeeping Operations will undertake, in 2008-2009, a two-stage follow-on project to identify how to operationalize the recommendations made in 2007 study on monitoring and surveillance technologies in United Nations peacekeeping operations. This will include a seminar at United Nations Headquarters in the first quarter of 2008, a field study, a report and a round table for an exchange with Member States on challenges and the way forward, to take place during the 2009 session of the Special Committee on Peacekeeping Operations.	45, 48
6. Review policy regarding the involvement of Member States in boards of inquiry, to allow national boards of inquiry to interview United Nations Headquarters and mission staff as part of their own investigations The Department of Field Support, in consultation with the Office of Legal Affairs, is reviewing the policy and will report to the Special Committee.	47

	Paragraph in A/61/19 (Part II)[1]
7. When there is any incident in a peacekeeping operation that negatively impacts on operational effectiveness, and/or results in the serious injury/death of United Nations peacekeeping personnel, initiate constant communication with concerned Member States and maintain it through to the conclusion of the investigation **Immediately share board of inquiry findings on serious injury/death with the concerned Member States and share lessons learned with all Member States** Procedures are in place to ensure appropriate communication with concerned Member States. Verbal information is provided by the Situation Centre, followed up by the Office of Military Affairs with the transmission of a notification of casualty. Board of inquiry reports are shared with concerned Member States, following consultation with the Office of Legal Affairs.	49
8. Improve liaison arrangements of United Nations field operations to establish effective immediate responses to safety and security issues The United Nations security management system is designed to prevent and/or respond to United Nations staff security issues. The system is based on an unambiguous chain of accountability and responsibility detailed in the framework for accountability for the United Nations security management system. The system establishes the functions of designated official and areas security coordinator (operational and tactical levels) to insure integration and coordination of security operations, including immediate responses to security issues. The designated official is supported in his or her role by a security management system-mandated security management team comprising peacekeeping operation heads of components and heads of United Nations agencies, funds and programmes and others, as invited by the designated official. The security management system ensures that security issues are addressed and actions/responses coordinated within the United Nations system.	50
9. Undertake thorough risk assessments prior to staff deployment and ensure that staff members are provided with adequate security The 2004 security management model remains the primary system-wide tool to identify emerging threats and determine areas of vulnerability. It is on the backdrop of the security management model-based risk analysis that countrywide or area specific security phases are determined by the Department of Safety and Security. The security management system arrangements do not apply to uniformed personnel, and more specifically do not apply to military and police formed units. Military and police deployment generally proceed irrespective of the security phase in effect. The Department of Peacekeeping Operations, the Department of Field Support and the Department of Safety and Security are developing policy to bring under the Department of Safety and Security security arrangements for all individual military and police officers deployed as "experts on mission".	53
10. The Department of Peacekeeping Operations and the Department of Safety and Security should develop an effective mechanism for undertaking periodic risk analyses in peacekeeping operations and at Headquarters, to be conducted at every stage of and prior to the establishment of a mission	54

	Paragraph in A/61/19 (Part II)[1]
The Department of Peacekeeping Operations and the Department of Field Support are putting in place basic capacity to assess and analyse the levels of risk regarding security and safety-related issues prior to the establishment of a mission and regularly during the mission lifecycle. The two Departments will seek a dedicated capacity and will work closely together and with the Department of Safety and Security to develop this mechanism. Undertaking risk management assessments and strategies may also require specific outside expertise.	
11. Ensure that United Nations peacekeeping personnel are deployed in accordance with agreed concepts of operation The Office of Military Affairs develops detailed force requirements and a concept of operations and provides troop-contributing countries with the strategic, operational, and technical information necessary to deploy a United Nations military component, to ensure that contingents have the capabilities, major equipment and sustainability set forth in the concept of operations. Reconnaissance and predeployment visits to troop-contributing countries are undertaken to ensure that potential problems are identified before deployment.	55
12. In cooperation with Department of Safety and Security, improve protection of information The Department of Peacekeeping Operations and the Department of Field Support will participate in the development of an information security toolkit, to be coordinated by the Department of Management, by April 2008, which will provide practical guidance including the marking, storage and transmittal of sensitive business records in both paper and electronic form.	57
13. Together with the Department of Safety and Security, improve the quality of the local security personnel employed. Present a thorough policy for screening and verification before hiring Discussions are ongoing and will require engagement across the system.	58
14. Explore the possibility of having seconded security personnel to enhance safety and security of all personnel in United Nations Peacekeeping Operations Currently, no "seconded" security personnel are present in United Nations Peacekeeping Operations. In recent years, while the specific concept of employing seconded security personnel has not been adopted, the Department of Field Support and the Department of Safety and Security have requested Member States to provide fully trained, partially equipped close protection teams for deployment to the United Nations Assistance Mission in Afghanistan (UNAMA), the African Union-United Nations Hybrid Operation in Darfur (UNAMID), United Nations Assistance Mission for Iraq (UNAMI), the United Nations Mission in the Sudan (UNMIS) and the United Nations Mission in the Central African Republic (MINURCAT) in order to address the critical shortage of such teams. Each team is assessed, trained in specific United Nations subjects and selected by the Department of Safety and Security prior to recruitment by the Department of Field Support. Thereafter, intact national teams are recruited as United Nations staff.	59

	Paragraph in A/61/19 (Part II)[1]
15. Train members of peacekeeping operations to assure their safety and security The Department of Safety and Security is responsible for mission in-briefing of newly arrived personnel. The Integrated Training Service provides training for all newly recruited mission civilian personnel in the United Nations Logistics Base in Brindisi, Italy, which includes training in general security matters and specific security related topics. Additionally, all personnel must complete the Department's online basic and advanced security training courses before deployment. Training of military and police is a contributing country responsibility. Integrated mission training centres deliver training to contingents upon arrival in the mission.	60
16. Undertake a comprehensive analysis of the factors and circumstances that have contributed to all types of fatalities of peacekeeping personnel in the field The Department of Peacekeeping Operations maintains the peacekeeping casualties database. Records show a decrease in the overall number of fatalities in 2006 and the first 10 months of 2007 as compared with 2004 and 2005, in spite of increased personnel deployment. A preliminary review of the seven-year data also indicates that health-related issues remain the leading cause of fatalities, followed by accidents, and thereafter malicious acts and acts of war. The Department of Field Support is preparing a report on all types of fatalities of peacekeeping personnel in the field, which will be presented to the Special Committee at its 2008 session.	61
17. Dialogue between the Secretariat and troop-contributing countries to promote safety and security During negotiations on memorandums of understanding, troop-contributing countries are informed about physical and medical fitness requirements.	62
18. Ensure adequate health care in the field and take appropriate measures to mitigate risks associated with mission areas Continuous monitoring of health threats includes reviews of monthly returns, and taking appropriate mitigating actions, such as improving and expanding the capabilities of medical facilities.	63
19. Develop guidelines and procedures to facilitate information-sharing with troop-contributing countries regarding safety and security issues as well as security management in peacekeeping operations In crisis situations, including hostage-taking and related incidents, the Department of Peacekeeping Operations provides time-sensitive information to troop- and police-contributing countries. The Office of Military Affairs provides information to troop-contributing countries during normal meetings. The ongoing restructuring of the Office of Military Affairs will include establishment of a function responsible for analysing and disseminating data provided by the military component of field missions.	65

	Paragraph in A/61/19 (Part II)[1]
III. Conduct and discipline	
20. Appropriate measures to be taken to prevent unsubstantiated allegations of misconduct from damaging the credibility of United Nations peacekeeping operations or troop-contributing countries **Ensure that steps are taken to restore the image and credibility of any United Nations peacekeeping operation or troop-contributing country or United Nations peacekeeping personnel when allegations of misconduct are found to be legally unproven** The Department of Field Support routinely provides feedback on the results of investigations conducted by the Office of Internal Oversight Services on allegations of sexual exploitation and abuse to the relevant peacekeeping operation and Member State. Standard operating procedures on public information activities relating to sexual exploitation and abuse, including guidance on briefings on allegations of misconduct, have also been developed and disseminated.	70
21. Ensure that the consultations of the Ad Hoc Open-ended Working Group on Assistance to Victims of Sexual Exploitation and Abuse benefit from full conference services **Until a comprehensive strategy for assistance to victims has been implemented, missions should continue to provide emergency assistance to victims of sexual exploitation and abuse within current mission budgets** Conference services were provided for the Working Group. By resolution 62/214, the General Assembly on the recommendation of the Working Group (A/62/595) adopted the United Nations Comprehensive Strategy of Assistance and Support to Victims of Sexual Exploitation and Abuse by United Nations Staff and Related Personnel.	71
22. Carry out a comprehensive review of the welfare and recreation needs for all categories of United Nations peacekeeping personnel In June/July 2007, a team was deployed to Headquarters and the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC), the United Nations Operation in the Congo (ONUCI), UNMIS and MINUSTAH to collect information for the report to be considered by the Special Committee at its 2008 session. Depending upon the endorsement of the report by Member States, there may be financial implications for implementation of the policy.	72
23. Generate a guide that summarizes the basic norms of conduct for all categories of peacekeeping personnel In its 2007 report, the Special Committee recommended utilization of proposed United Nations standards of conduct for the military. The report of the Group of Legal Experts (A/61/654) will be considered again by the Special Committee at its 2008 session to confirm whether the proposed United Nations standards of conduct should be all-encompassing for application to all categories of United Nations personnel.	76

	Paragraph in A/61/19 (Part II)[1]
24. Organize training on sexual exploitation and abuse for national contingents on their arrival in the mission Mission conduct and discipline units develop, coordinate and deliver training on the standards of conduct, including those on sexual exploitation and abuse, to all United Nations personnel (including national contingents) on arrival.	80
IV. Strengthening operational capacity	
A. Military capacities	
25. Undertake a comprehensive review of the strategic military cell, including clarification on its role and functioning A report will be submitted by the end of March 2008 for the consideration of both the General Assembly and the Special Committee.	87
B. Rapid deployment	
26. Facilitate various enabling arrangements to overcome contingent-owned equipment and sustainability shortfall faced by some troop-contributing countries It is common practice to have one troop-contributing country provide enabling arrangements for another. The providing troop-contributing country is reimbursed for both contingents. Such arrangements are agreed upon in the memorandums of understanding of both troop-contributing countries.	89
27. Continue to explore different options for enhanced rapidly deployable capacities in consultation with Member States Five missions have been identified as most needing enhanced rapidly deployable capacities support in the short term, the United Nations Interim Force in Lebanon (UNIFIL), UNMIS, UNOCI, UNMIL and MONUC. A strategic reinforcement needs assessment was completed for each that determined the enhanced rapidly deployable capacities size, type and response times required. The Department of Peacekeeping Operations is following up with 21 Member States to formally request enhanced rapidly deployable capacities support to address mission-specific requirements for these missions. A response was requested by 31 January 2008. The Department of Peacekeeping Operations briefed the Special Committee at an informal briefing on 17 December 2007 and will brief the Committee on the process and its outcome during the 2008 session.	90, 91, 95
28. Further explore partnerships with regional actors with a view to developing modalities in respect of rapidly deployable peacekeeping capacities of regional arrangements The Department of Peacekeeping Operations continues to explore with the African Union, the European Union and other regional entities, under what conditions and how regional organizations might be prepared to support United Nations peacekeeping with rapidly deployable capacities where required. Notwithstanding that any such	92

		Paragraph in A/61/19 (Part II)[1]
	cooperation would be on a case-by-case request by the United Nations for support from a specific regional actor, the Department of Peacekeeping Operations and the Department of Field Support are working with regional partners on the enhancement of exchange and knowledge between respective organizations, as well as the elaboration of joint frameworks and processes, so as to facilitate effective cooperation in cases where regional support is provided to United Nations peacekeeping operation.	
29.	**Strengthen and optimally use the United Nations standby arrangements system** In 2008, consultations with Member States concerning the enhanced rapidly deployable capacities will take place, which will also include the way ahead for the United Nations standby arrangements system.	94
30.	**Brief the Special Committee on the reinforcement needs assessment programme upon its completion** Please refer to the responses to the recommendations in paragraphs 90, 91 and 95 above.	96
C.	**Integrated planning**	
31.	**Fully implement the integrated mission planning process for future planning of complex multidimensional missions, including technical assessment missions** A comprehensive set of operational guidance notes are being developed in full coordination with field and Headquarters integrated mission planning process planners. This guidance, which covers technical assessment missions, will ensure the translation of the integrated mission planning process from policy prescriptions into standard practice, will be completed by the first quarter of 2008 and will be periodically updated on the basis of lessons learned.	98
32.	**Within the integrated mission planning process, enhance the practice of sharing with relevant stakeholders the concept of operations, the operational plan and the rules of engagement at an early stage of planning, and subsequently on a regular and systematic basis** The finalized guidance will form the basic framework for the development of training on the integrated mission planning process. Additional resources and support from the agencies will be required to address some of the outputs.	99
D.	**Mission leadership**	
33.	**Identify qualified candidates from troop-contributing countries for senior mission leadership posts** The inclusion of qualified nationals from troop-contributing countries, non- and underrepresented Member States in peacekeeping continues to be a priority, and both the Department of Peacekeeping Operations and the Department of Field Support engage troop- and police-contributing countries with a view to promoting diversity among the candidates considered for senior uniformed and civilian posts. Efforts to identify qualified candidates have been augmented in part, with the establishment of the	101

		Paragraph in A/61/19 (Part II)[1]
	Senior Leadership Appointments Section, located within the Office of the Under-Secretary-General for Field Service, and outreach has broadened on multiple levels.	
34.	**Involve the mission's leadership in the integrated mission planning process** Once in place, mission leadership is, along with the United Nations country team, closely consulted and involved in the integrated mission planning process. The senior management team, particularly of the Department of Peacekeeping Operations and the Department of Field Support, together with principals of the relevant United Nations department and United Nations agencies, also plays a key role in the planning process.	102
35.	**Make the integrated mission planning process an integral part of the United Nations senior mission leadership training** The integrated mission planning process is included in the senior mission leaders' course and in the senior leadership induction programme.	103
E.	**Strengthening United Nations mission headquarters**	
36.	**Ensure that lessons learned and good practices are included in the guidelines and trainings for joint operations centres and joint mission analysis centres** The Department of Peacekeeping Operations has prepared draft guidelines for joint mission analysis centres. These will now be finalized following a survey of some of the operational joint mission analysis centres planned for 2008.	104
37.	**Offer an assessment of progress on the implementation and effectiveness of joint operations centres and joint mission analysis centres** The Department of Peacekeeping Operations will provide an update on progress in the implementation and effectiveness of joint operations centres/joint mission analysis centres to the Special Committee at its 2008 session.	105
38.	**Establish a working group to investigate the requirement to strengthen mission headquarters operational capacity for new missions until normal staffing of the mission headquarters occurs** The Secretary-General proposed the establishment of 2,500 civilian career peacekeepers who would be subject to rapid deployment and would be globally managed by the Department of Peacekeeping Operations and the Department of Field Support. This cadre would enable the rapid deployment of sufficient numbers of trained and experienced staff to missions during the start-up or expansions on a temporary basis, pending the regular recruitment process. The General Assembly is expected to consider the proposals during its sixty-second session. The Standing Police Capacity has been created to respond to, among others, strengthening the mission headquarters operational capacity by establishing the police component until the new United Nations police personnel arrive. While military headquarters capacity is currently established by rapid generation of individual staff officers from Member States, the Secretariat is urgently exploring more effective ways to facilitate mission start-up.	106

	Paragraph in A/61/19 (Part II)[1]
F. United Nations police capacities	
39. Present a report to the Special Committee on the comprehensive review of all aspects of the Standing Police Capacity at the end of its first year of operation The Standing Police Capacity became fully operational in late 2007. A full report on the first year of its operations will be submitted to the Special Committee during the second half of 2008.	110
40. Keep Member States informed of progress in Standing Police Capacity recruitment. Recruit qualified personnel with due regard to gender balance and geographical representation As at 1 December 2007, all 27 Standing Police Capacity envisaged posts — 25 police experts and 2 administrative staff — had been selected. Sixteen officers have reported for duty, with 7 officers expected to report by early 2008. Standing Police Capacity staff members come from 22 different countries and 6 staff are female. Eight Professional staff members were recruited through Galaxy while the remaining 17 were seconded through Member States. The Standing Police Capacity briefed the Special Committee at an informal briefing on 20 November 2007.	111
41. Establish standard operating procedures and guidance for training of formed police units Preparation of training material for policy, directives and guidelines for use by formed police units is under way. The outline of tasks for formed police units has been identified, including through a workshop conducted with formed police units commanders. Once these policies and standard operating procedures are approved, the Integrated Training Service will assist in drafting training modules.	112
42. Undertake discussions with troop- and police-contributing countries and other development partners to explore how equipment needs for formed police units might be met to ensure that they are self-sustainable The Police Division has held several meetings with Member States and donors in order to assist formed police unit police-contributing countries to meet the minimum requirements for personnel, training and self-sustainment.	113
43. The Police Adviser should have unfettered access to the Under-Secretary-General on strategic and operational police matters and to retain a position in the senior management of the Department of Peacekeeping Operations The Police Adviser continues to be a member of the senior management of the Department of Peacekeeping Operations and enjoys unfettered access to the Under-Secretary-General for Peacekeeping Operations on strategic and operational matters while reporting through the Assistant Secretary-General for the Rule of Law and Security Institutions on day-to-day business to ensure coordination with other components of the Office of the Rule of Law and Security Institutions.	115

	Paragraph in A/61/19 (Part II)[1]
G. Doctrine and terminology	
44. Provide further reports on the progress in the development of the capstone doctrine over the coming year The Special Committee was briefed informally on the structure and content of the "consultation draft" of the document formerly referred to as the capstone doctrine on 20 July 2007. In addition, briefings were also given to the groups of States members of the European Union and of the Movement of Non-Aligned Countries at the United Nations, at their request, on 10 September and 2 October 2007, respectively.	118
V. Strategies for complex peacekeeping operations	
A. General	
45. Further explore opportunities for partnerships in post-conflict situations with international financial institutions and regional arrangements In October 2007, the Department of Peacekeeping Operations and the Department of Field Support issued joint guidelines on operational partnerships with the World Bank to all missions, building on operational experiences in Liberia and Haiti and are exploring the expansion of such initiatives to other missions. In November 2007, the two Departments, the World Bank and other United Nations offices began preparation of a United Nations-World Bank partnership framework in crisis and post-conflict countries to be issued in early 2008. The Secretary-General signed a joint statement on United Nations-European Union cooperation in crisis management on June 2007, aimed at developing political dialogue on broad aspects of crisis management and enhancing cooperation, including in establishing specific cooperation mechanisms in joint theatres, building on the experiences of the Democratic Republic of the Congo. These mechanisms were used in consultations regarding planning for European Union and United Nations operations (MINURCAT) in Chad.	124
46. The Department of Peacekeeping Operations and the Department of Political Affairs should ensure efficient and orderly transitions between peacekeeping operations and integrated offices Where peacekeeping operations have transitioned to integrated offices that are managed by the Department of Political Affairs, there is usually an exchange of letters between the heads of the two Departments formalizing the handover of files and relevant information, including critical background information concerning any residual peacekeeping issues, as well as the political environment in which the integrated office will operate. While not yet considered necessary, the temporary transfer of a Department of Peacekeeping Operations officer to the Department of Political Affairs could be considered.	125
47. Strengthen cooperation and coordination among all partners and stakeholders to ensure operational clarity and policy coherence on the ground during implementation of comprehensive strategies in the post-conflict peacebuilding phases, and a smooth transition to long-term development activities	126

		Paragraph in A/61/19 (Part II)[1]
	In November 2007, the Department of Peacekeeping Operations and the Department of Field Support joined with the World Bank and six other United Nations entities to begin discussions on a framework for strengthened partnership in crisis countries to be issued in early 2008. The framework will address improved cooperation in planning, operations, information-exchange, training and other areas critical to alignment of humanitarian, security, political and development actions of the United Nations and the World Bank. In December 2007, the Peacekeeping Best Practices Section of the Department of Peacekeeping Operations issued a paper identifying recommendations for strengthened engagement of peacekeeping missions with local and international civil society organizations.	
B.	**Peacebuilding Commission**	
48.	**Ensure effective coordination between the Department of Peacekeeping Operations, the Peacebuilding Support Office, United Nations funds programmes and agencies and non-United Nations partners in peacekeeping and peacebuilding efforts. A coherent and coordinated approach is needed** The Department of Peacekeeping Operations and the Department of Field Support consult regularly with the Peacebuilding Support Office through participation in its Senior Policy Group and the Contact Group. The Department of Peacekeeping Operations participates in the Peacebuilding Commission's country-specific meetings as well as lessons learned discussions. The Department of Peacekeeping Operations desks for countries under the purview of the Peacebuilding Commission and the Peacebuilding Fund provide policy and logistical support and information to the Peacebuilding Commission and the Peacebuilding Support Office. The Department of Peacekeeping Operations is consulting with Peacebuilding Support Office and other United Nations partners in the implementation of integrated mission planning process and in the development of guidance for peace operations on transition planning. The United Nations Development Group, the Peacebuilding Support Office, and the World Bank participate in training for all senior mission personnel and in cross-cutting working groups and meetings organized by the Department of Peacekeeping Operations.	129
49.	**Formulate peacebuilding strategies and programmes that are integrated with host nation strategies to ensure national ownership** Operational guidance currently under development will provide a tool to align mission implementation plans with national peacebuilding priorities and humanitarian and development aid frameworks. A United Nations-World Bank partnership framework will also be finalized in early 2008 and will address improved alignment of the full range of United Nations and World Bank post-crisis activities, including peacebuilding support.	130
50.	**Conduct regular exchange and interaction with United Nations partners and Member States to increase knowledge sharing and best practices on issues related to peacebuilding** The Department of Peacekeeping Operations provides regular briefings to the Peacebuilding Commission, and participates in meetings of the Peacebuilding Commission's Lessons Learned Working Group. In addition, the Department of	131

		Paragraph in A/61/19 (Part II)[1]
	Peacekeeping Operations and the Department of Field Support conduct after-action reviews and surveys of practice in collaboration with a range of partners, including the United Nations Development Programme, the Peacebuilding Support Office, the World Bank, the European Union, the African Union, and other key partners and interested Member States. It also consults regularly with key partners on the preparation of guidance and doctrine materials in order to capture and reflect experience from a broad range of operations.	
C.	**Disarmament, demobilization and reintegration**	
51.	**Design and implement disarmament, demobilization and reintegration programmes in partnership with the national Government, other United Nations actors, the World Bank, donors, regional arrangements and non-governmental organizations. Consider how best to structure Headquarters support to disarmament, demobilization and reintegration programmes in the field** The Department of Peacekeeping Operations has bolstered its ability to support disarmament, demobilization and reintegration in the field and the Inter-Agency Working Group process by increasing its staff resources. The Department has worked with the Working Group to develop a two-year Headquarters workplan. The United Nations Development Programme (UNDP) is recruiting a coordinator for the Working Group, while the United Nations Population Fund (UNFPA) is recruiting a programme manager for the disarmament, demobilization and reintegration resource centre. This additional capacity of the Working Group should strengthen overall Headquarters capacity to address a wide range of disarmament, demobilization and reintegration issues in the field.	132
52.	**Ensure that all new disarmament, demobilization and reintegration programmes are developed in line with the integrated disarmament, demobilization and reintegration standards. Update the standards with regard to the pilots in two countries, and the planned review of lessons learned** The integrated disarmament, demobilization and reintegration standards have been disseminated within the Department of Peacekeeping Operations and to all field practitioners in peacekeeping missions and United Nations country teams. In-mission training on the standards was provided to the UNMIS integrated disarmament, demobilization and reintegration unit together with members of the Sudanese national disarmament, demobilization and reintegration commissions. An informal briefing on the lessons learned from the two pilot integrated disarmament, demobilization and reintegration units was provided to the Special Committee on 19 December 2007.	133
53.	**The Inter-Agency Working Group should develop guidance on how to ensure that disarmament, demobilization and reintegration programmes are carried out within a broad peacebuilding strategy and fully integrated with the host country's national strategy on disarmament, demobilization and reintegration, security sector reform and transitional justice** Within the framework of United Nations inter-agency cooperation, the Department of Peacekeeping Operations is leading the policy development project on the linkages between disarmament, demobilization and reintegration and security sector reform	134

		Paragraph in A/61/19 (Part II)[1]
	programmes. A concept paper has been developed. The second phase of the project (field research and drafting of the module itself) will commence once the report of the Secretary-General on security sector reform is completed. In partnership with the Office of the United Nations High Commissioner for Human Rights (OHCHR), the Department of Peacekeeping Operations is developing an integrated disarmament, demobilization and reintegration standards module on the linkages between disarmament, demobilization and reintegration and transitional justice.	
54.	**The Inter-Agency Working Group should further develop guidance on the assessment, planning and implementation of economic reintegration programmes for the integrated disarmament, demobilization and reintegration standards** See the response to the recommendation in paragraph 134 above.	135
55.	**Disarmament, demobilization and reintegration programmes should include special measures to ensure the early release of children from armed groups and to prevent recruitment** The Department of Peacekeeping Operations continues to work closely with the United Nations Children's Fund (UNICEF) and other child protection partners to ensure attention to the plight and needs of children associated with armed groups. On a policy level, the Department contributed to the process on the Paris Commitments to Protect Children Unlawfully Recruited or Used by Armed Forces or Armed Groups and the Principles and Guidelines on Children Associated with Armed Forces or Armed Groups (the Paris Principles) on ending the use of child soldiers. Operationally, efforts are made to ensure that UNICEF and relevant child protection partners are included in the design and implementation of disarmament, demobilization and reintegration programmes. In accordance with the integrated disarmament, demobilization and reintegration standards, all new disarmament, demobilization and reintegration programmes should include special measures to ensure early release of children from armed groups and to prevent recruitment.	136
D.	**Security sector reform**	
56.	**Share the findings of the review conducted by the Department of Peacekeeping Operations and UNDP on United Nations capacities in security sector reform in post-conflict situations, and those of the study of the linkage between security sector reform and disarmament, demobilization and reintegration commissioned by the Department** The United Nations review on capacities was completed in November 2007. Case studies were prepared on the United Nations experience in Burundi, the Democratic Republic of the Congo, Haiti and Kosovo (Serbia). The final report, entitled "Recent Experience of United Nations Integrated Missions in Security Sector Reform (SSR): Review and Recommendations", is now available at: www.dcaf.ch/un_ssr_pcpb/_publications.cfm?navsub1=31&navsub2=3&nav1=3.	142

		Paragraph in A/61/19 (Part II)[1]
57.	**Formulate an overall strategy to identify and clarify the main elements of the concept of security sector reform. The General Assembly should have the main role in formulating such a strategy, taking into account existing initiatives and work being done within the United Nations. Submit to the General Assembly a comprehensive report on United Nations approaches to security sector reform during 2007** The comprehensive report of the Secretary-General on security sector reform will be issued in January 2008.	143, 145
E.	**Rule of law**	
58.	**Where mandated, ensure that rule of law and transitional justice are integrated into the strategic and operational planning of peacekeeping operations** With the establishment of the new Office of the Rule of Law and Security Institutions within the Department of Peacekeeping Operations, planning processes now involve a holistic approach to the rule of law, with legal and judicial system and prison system issues integrated into the strategic and operational planning for missions. Accordingly, police, justice, prisons and other relevant areas of expertise will be included in technical assistance missions, and through the mission planning process, OHCHR regularly participates in technical assistance missions and other strategic and operational planning activities, covering human rights and transitional justice issues.	147
59.	**Implement lessons learned in the field of rule of law** The Department of Peacekeeping Operations lessons learned studies in the justice and corrections areas have been shared with all mission components. These studies guide activities on the ground. Additional lessons learned studies will be undertaken to update and inform the prior studies.	148
60.	**Continue to develop guidance material for operational rule of law issues and further develop common United Nations guidance** The following guidance material has been developed and disseminated: a judicial primer, a corrections guidance manual, a prisons policy document and a prisons training manual. The Department of Peacekeeping Operations also supported the development by the United Nations Office on Drugs and Crime of a criminal justice assessment toolkit as well as a model code for criminal justice. The Department of Peacekeeping Operations and OHCHR are jointly developing a rule of law index, as a tool for measuring the situation of the police, justice and prison systems against objective criteria. The index is expected to be finalized during 2008-2009. The Department of Peacekeeping Operations is developing other guidance materials to support justice and corrections aspects of United Nations peacekeeping, including through partnership with other organizations.	150
61.	**Peacekeeping operations should develop and implement joint rule of law programmes with other parts of the United Nations system. Strengthen the rule of law efforts of the Department of Peacekeeping Operations so that there is a coherent approach at Headquarters and peacekeeping missions on the rule of law**	151, 153

		Paragraph in A/61/19 (Part II)[1]
	In some missions, such as BINUB, rule of law programmes are fully integrated between the Department of Peacekeeping Operations and UNDP. While this type of joint programming is not yet realized in all missions, the Department's judicial and corrections components currently develop programmes that are programmatically consistent and complementary to United Nations systems partner programming in these sectors. The establishment of the Office of the Rule of Law and Security Institutions has led to increased coherency and coordination efforts within peacekeeping operations, which will facilitate efforts on the ground.	
F.	**Children and peacekeeping**	
62.	**Give special attention to the protection, welfare and rights of children in armed conflict when considering action aimed at maintaining peace and security** There are 62 child protection advisers deployed in 7 peacekeeping operations. In addition to monitoring and reporting, child protection advisers also provide training to military, police and civilian components in missions in order to sensitize those components to the protection, welfare and rights of children while carrying out their duties.	155
G.	**Gender and peacekeeping**	
63.	**Integrate gender perspectives into mandated tasks in post-conflict countries at the national and regional levels in the context of peacekeeping operations** Twelve integrated missions have gender advisers. Gender advisers work most closely with human rights and rule of law components and United Nations police in mainstreaming gender. National level examples include cooperation between the gender adviser and United Nations police in MINUSTAH in assisting a recruitment drive by the Haitian national police to increase female police in August 2007, and collaboration between the gender adviser and the Rule of Law Unit in UNMIS to synthesize national laws on sexual and gender-based violence. At the subregional level, gender advisers in the integrated missions in West Africa convened a consultative meeting in September 2007, in cooperation with the United Nations Office for West Africa (UNOWA), to develop a subregional approach for integrating gender perspectives in their respective mandates. The Police Division is systematically addressing gender issues in its reform, restructuring and rebuilding of national police and law enforcement agencies. The Office of Mission Support is systematically highlighting gender issues in directives and guidance to force commanders.	156
64.	**Continued engagement by the Gender Unit of the Department of Peacekeeping Operations to support the effective implementation of the policy directive on gender equality in peacekeeping** In March 2007, the Gender Unit and the Police Division convened a lessons learned workshop in Brindisi, Italy, to collect good practices on mainstreaming gender which led to the development of guidelines on integrating gender into national police and law enforcement agencies scheduled to be issued in early 2008. In May 2007, the Office of Operations, in cooperation with the Gender Unit, issued draft guidelines for Political Affairs Officers on mainstreaming gender into their work. In October 2007, the	157

		Paragraph in A/61/19 (Part II)[1]
	Gender Unit, in cooperation with the Department of Political Affairs, finalized joint guidelines for the Department of Political Affairs and the Department of Peacekeeping Operations on enhancing the role of women in post-conflict electoral processes. The Gender Unit also continues to collaborate with the Office of Military Affairs and the Police Division and with the Senior Leadership Appointment Section of the Department of Field Support to advocate and advance strategies for the deployment and recruitment of more women to peacekeeping missions.	
65.	**Finalize the comprehensive gender training strategy and the gender training tools for peacekeepers. Trainings should be mandatory for all mission staff, especially at the senior level** In addition to standard generic training module on gender, draft gender training modules have been developed to guide specialist and senior mission leadership training activities, and two gender training of trainers' courses have taken place to expand the pool of gender-specialist trainers. Finalization of the draft modules and the comprehensive gender training strategy will be spearheaded by a gender trainer in the Integrated Training Service. All staff in peacekeeping operations are expected to participate in gender training sessions as part of their induction training. The content of this training reflects gender dimensions of various peacekeeping tasks and an awareness of the impact of conflicts on women's lives.	158
66.	**Give consideration to developing a proposal for gender capacity within the Integrated Training Service** A gender training officer will assume this function in the Integrated Training Service in January 2008. Thereafter, a review will be undertaken of the longer-term strategy required to sustain the capacity. The Office of Internal Oversight Services has recommended that a regular post be approved in the near future.	159
67.	**Develop a comprehensive strategy to increase the participation of women in all aspects and at all levels of United Nations peacekeeping operations** Efforts are under way to strengthen outreach to peacekeeping partners within the United Nations system. Human resource action plans are also being implemented in field missions to strengthen human resources planning at the mission level. Human resource action plans will set mission targets that include gender balance. The pilot human resource action plan was initiated in 2007 and will be reviewed at the end of the first quarter of 2008, so that lessons learned can be reflected in the roll out of the human resource action plans to all missions in 2008/09. The strategy to increase the participation of women among uniformed peacekeeping personnel has been strongly underlined in outreach to Member States and in the ongoing review of policies and procedures to ensure that they provide equal opportunities to women. This effort has seen close collaboration between the Office of Military Affairs, the Police Division and the Gender Unit to engage in dialogue with troop- and police-contributing countries in order to underline the operational necessity for deploying more women to peacekeeping.	160

		Paragraph in A/61/19 (Part III)[1]
68.	**Build partnerships within the United Nations system on gender mainstreaming with a view to ensuring that individual United Nations personnel are made responsible for gender issues and are being assessed against their performance in delivering progress** The Department of Peacekeeping Operations and the Department of Field Support have been working with Office of the Special Adviser on Gender Issues/Focal Point for Women on promoting gender balance in the Secretariat through the adoption of terms of reference for a focal point for women for each department. The Focal Point has been active in ensuring that all vacancy announcements include specific gender language in the competencies for leadership and professionalism. The Focal Point has also drafted a guidance note to ensure that programme managers are using the staff promotion and selection system to advance the gender objectives of the Department of Peacekeeping Operations.	161
H.	**HIV/AIDS and peacekeeping**	
69.	**Troop-contributing countries and the Secretariat should continue to work together to harmonize and bolster pre-deployment awareness programmes** A HIV/AIDS prevention and awareness DVD for uniformed peacekeepers is being distributed to peacekeeping training centres as part of their pre-deployment training curriculum, complementing the standard generic training module. Troop-contributing countries are informed of pre-deployment medical requirements, including physical and mental fitness, in line with the guidelines provided by the United Nations Medical Support Manual for United Nations Peacekeeping Operations. An assessment of medical and public health implications of HIV in three peacekeeping missions has been undertaken. The report will be finalized by early February 2008. Findings will be shared with interested Member States.	163
70.	**Ensure that all missions have sufficient and accessible HIV voluntary confidential counselling and testing capacity for all United Nations peacekeeping personnel** At present, 10 HIV/AIDS teams and focal points offer voluntary counselling and testing. In three other missions, United Nations clinics conduct voluntary counselling and testing upon request from clients, whereas in two missions HIV/AIDS focal points rely on referral to external facilities for clients interested in voluntary counselling and testing. For the missions that rely on external facilities and for the five missions that are not offering voluntary counselling and testing, the Department of Peacekeeping Operations will identify and train medical personnel in voluntary counselling and testing to ensure that the service is available in the mission. In most missions, medical personnel from contingents are also able to conduct HIV tests.	164
71.	**Routinely include medical experts in technical assistance missions for planning for new peacekeeping operations** The Department of Field Support is developing and executing the most appropriate medical support plan for each new mission. Personnel from the Medical Support Section participated in technical assistance missions to MINURCAT, UNMIN, UNAMID and UNMIT.	165

		Paragraph in A/61/19 (Part II)[1]
I.	**Public information**	
72.	**Inform the local population and all relevant national actors in a transparent and constant manner about the mandate, activities and development of United Nations peacekeeping operations in local languages and enhance cooperation between the Department of Peacekeeping Operations and the Department of Public Information** The Department of Peacekeeping Operations and the Department of Public Information support the public information components of peacekeeping operations to inform host populations of the peacekeeping mandate and the peace process. Cooperation has grown appreciably over the past year, including through regular chairing of a public information working group of the two Departments which tackles issues faced by their counterparts in the field, as well as global communications challenges and strategies. All public information components produce materials and broadcast in local languages, including on Radio Okapi in the Democratic Republic of the Congo and ONUCI-FM in Côte d'Ivoire, which broadcast regularly in five local languages.	166
J.	**Quick-impact projects**	
73.	**Develop a comprehensive policy for quick-impact projects** In February 2007, the Department of Peacekeeping Operations approved a policy directive on quick-impact projects that defines their purpose, scope and key characteristics. The policy also covers budgetary issues and principles for financial and programme management. Quick-impact projects are defined as small-scale, rapidly implementable projects, of benefit to the population. The projects are used by peacekeeping operations to establish and build confidence in the mission, its mandate and the peace process, thereby improving the environment for effective mandate implementation.	169
VI.	**Cooperation with troop-contributing countries**	
74.	**Hold consultations with troop-contributing countries at all stages of a United Nations peacekeeping operation and sufficiently in advance of the renewal or mandating of an operation** The Department of Peacekeeping Operations and the Department of Field Support meet regularly with troop-contributing countries, including during the renewal and mandating of an operation. Private meetings are organized with troop-contributing countries at the request of the Security Council and concerned members of the Council and relevant troop-contributing countries. Informal meetings are organized with troop-contributing countries at the request of the leadership of the Department of Peacekeeping Operations and the Department of Field Support, and relevant troop-contributing countries are updated on the latest developments in peacekeeping operations.	171, 172, 174

		Paragraph in A/61/19 (Part II)[1]
75.	**Consult with troop-contributing countries in a timely manner when planning any change in the tasks, mission-specific rules of engagement, operational concepts or command and control structure that have an impact on the personnel, equipment, training and logistics requirements** Following a decision to adjust the military tasks or otherwise modify the concept of operations for a peacekeeping operation, the Office of Military Affairs and the Department of Field Support develop the detailed strategic level guidance and plan to implement the approved changes. Troop-contributing countries are informally advised that changes will be made and are then formally briefed on the approved changes and implementation plan. Troop-contributing countries can then decide if they are able to continue supporting the adjusted peacekeeping operation.	175
76.	**Continue and improve cooperation with the Special Committee** All informal briefings are included on the Intranet, including briefings to troop- and police-contributing countries.	176
VII.	**Enhancement of African peacekeeping capacities**	
77.	**Support the African Union in ensuring commonality of doctrine** The African Union peacekeeping support team of the Department of Peacekeeping Operations contributed to the development by the African Union of a draft doctrine for peacekeeping; subsequently it has actively promoted harmonization through facilitating the translation of key documents on the draft doctrine into the official languages of the African Union, coordinating with other organizations providing support to promote interoperability and assistance to training which includes a training programme for senior mission leader leaders. Projects are ongoing to develop capacity for integrated planning, drawing on the United Nations integrated mission planning process, and to develop the means to reflect the needs of United Nations agencies, funds and programmes in the African Union's planning for peacekeeping. Supporting the development of regional standby capacities that will form the African Standby Force is essential. The African Union peacekeeping support team has engaged with regional economic communities and been involved in the development of the concept for the rapid deployment capability, the logistics base and training coordination.	179
78.	**The African Union peacekeeping support team should serve as a coordination point for all issues in the Department of Peacekeeping Operations related cooperation with the African Union** The African Union peacekeeping support team has contributed to the full range of capacity-building activities in support of the peace and security cluster of the 10-year African Union capacity-building programme with emphasis on developing the capacity of the African peace and security architecture, particularly the African Stand-by Force, at both the continental and the regional level. This culminated in the African Union peacekeeping support team's facilitation of the process to develop the African Stand-by Force training and implementation plan, the product of detailed coordination between	180, 183

	Paragraph in A/61/19 (Part II)[1]
the African Union Commission, the regional planning elements/stand-by capacities and partners. In addition, the African Union peacekeeping support team has facilitated the provision of support to the operational planning capacity of the African Union.	
VIII. Cooperation with regional arrangements	
79. **Establish a framework to operationalize practical cooperation and replace ad hoc arrangements with effective coordination mechanisms and measures between the United Nations and regional arrangements** As a result of an after-action review on the European Union Force in the Democratic Republic of the Congo, the Department of Peacekeeping Operations developed a set of planning tools to facilitate the planning of a European Union operation in support to United Nations peace operations in a more predicable manner. The template for logistic arrangement should be finalized in early 2008. An after-action review on the planning of MINURCAT will take place in early 2008.	184
IX. Best practices	
80. **The Department of Peacekeeping Operations should expand the access of troop-contributing countries to policy and best practices documents through the Intranet and communities of practice** The Department of Peacekeeping Operations is currently reviewing technically feasible options for making guidance materials available to troop-contributing countries in the most efficient manner. In the meantime, the Department will continue to share doctrine through its training materials and modules.	189
X. Training	
81. **The Special Committee underlines the importance it attaches to the development by the Department of Peacekeeping Operations of a training strategy and policy that will form the basis for the delivery of police and military training and substantive and specialist civilian training** The Integrated Training Service has developed a strategic framework to guide peacekeeping training over the coming years, which is being developed in consultation with Member States and peacekeeping personnel. The framework underlines the need to build on and strengthen cooperation with regional and national training centres. Another key component is a comprehensive needs assessment that will be conducted at Headquarters and in the field, based upon which senior management will set priorities and the Integrated Training Service will develop or modify training policies.	196
82. **The Special Committee awaits key policies on integrated training to strengthen the field-based capacity of the integrated mission training centres to be submitted to all stakeholders for their consideration** See the response to the recommendation in paragraph 196 above.	197

	Paragraph in A/61/19 (Part II)[1]
83. The Integrated Training Service is encouraged to continue to consult with Member States and peacekeeping training centres in finalizing and piloting the modules and disseminating them to Member States and peacekeeping operations in the six official languages The Department of Peacekeeping Operations provides standards and other guidance for peacekeeping training through the provision of standardized course specifications and standardized training materials developed in close cooperation with Member States. These standardized materials are available in English, and the level one training modules have been translated into French. Translation into the other four official languages has not been undertaken due to resource and personnel constraints. The strategic framework stresses the need to make better use of information technology, including through the use of online and computer-based learning.	198, 200, 208
84. Develop and implement an evaluation methodology for training, and to strengthen the evaluation process for training in the field The Integrated Training Service has drafted standard operating procedures for evaluation of training that specifically target higher levels of training evaluation. An assessment of senior leadership training needs and the development of an overall senior leadership strategy will take place in 2008.	201, 204
85. Develop a set of minimum training standards for peacekeeping operations and related training programmes to enable contingent members to maintain their skills during the time of their deployment The troop-/police-contributing countries receive standardized training materials developed by the Integrated Training Service. During the April 2007 workshop for staff from integrated mission training centres, a minimum standard of mission induction training for all incoming personnel was discussed and agreed. This standard will be disseminated to missions during the first quarter of 2008. In addition, in accordance with the strategic framework, the Integrated Training Service plans to develop a package of enhanced support to troop-/police-contributing countries and partner training centres.	203
86. Inform the Special Committee on the development and implementation of the senior mission administrative and resource training programme The senior mission administrative and resource training programme was created to train staff to a pre-subscribed level of competence in administrative support functions; facilitate managerial and fiduciary responsibilities; and create a systematic method of preparing Professional and Field Service staff at the mid-level and above for advancement to successive levels of responsibility, including meeting pre-certification demands. Designed as a "living" programme, the training programme will prepare managers to adapt to the mission environment and to develop innovative responses to challenges and performance gaps based on recent mission experiences.	204

	Paragraph in A/61/19 (Part II)[1]
87. Develop a comprehensive gender training strategy Elements of a comprehensive gender training strategy have been developed and will be consolidated into a strategy in the first part of 2008 when the gender trainer assumes that function in the Integrated Training Service.	205
88. The efforts of the Integrated Training Service to translate training modules into official languages relevant to the mission are encouraged The Integrated Training Service has reviewed its holding of United Nations peacekeeping operations publications and will now only manage those publications that are directly related to training. The standardized generic training modules have been translated into French, and will be distributed to Member States and missions in 2008. The Integrated Training Service will seek resources for translation of the remaining material.	206
89. Submit funding proposals for the senior mission leadership training module to the General Assembly for consideration The next senior mission leadership course will take place in early 2008. The Integrated Training Service will begin a comprehensive review of senior leadership activities and products and develop a senior leadership strategy, although the senior mission leadership course is expected to remain an important activity in this strategy. The Integrated Training Service will seek administrative assistance from countries hosting or funding the senior mission leadership.	207
90. The DPKO and the United Nations Institute for Training and Research (UNITAR) should work together in the development and conduct of training for peacekeepers UNITAR courses are not under the control or management of the Integrated Training Service. Nevertheless the Integrated Training Service and the Programme of Correspondence Instruction of the Institute maintain informal links and every effort is made to ensure that the training material of the two organizations is complementary.	209
91. Continue to work with relevant United Nations agencies and national and regional training institutions and forums to support the implementation of training on disarmament, demobilization and reintegration Training on disarmament, demobilization and reintegration is included in the base level standardized training materials, as well as the second level of training for mission specialists. The standardized training material of the Department of Peacekeeping Operations is made available to all peacekeeping partners and Member States and is used widely. The Department continues to work with relevant United Nations agencies and national and regional training institutions and forums to support the implementation of disarmament, demobilization and reintegration training. All training is in line with the integrated disarmament, demobilization and reintegration standards.	210

	Paragraph in A/61/19 (Part II)[1]
XI. Personnel matters	
92. Provide justification for the proposal of the Secretary-General to create a professional civilian staff capacity to enhance the United Nations capabilities in peacekeeping operations The proposed civilian career peacekeepers would provide a dedicated capacity to meet baseline peacekeeping staffing requirements, respond to rapid deployment needs, and meet projected requirements for future leaders, managers and technical specialists through targeted training and development, thereby better enabling the Organization to meet Member States expectations for the deployment of new missions within 30 or 90 days.	211
93. Accelerate recruitment of personnel to fill the vacancies in peacekeeping operations with urgency The Secretariat is in the process of procuring a talent management system to replace the Galaxy system and enable the electronic screening of applications. A small capacity has already been established at the United Nations Logistics Base at Brindisi, Italy, to conduct reference checks of peacekeeping candidates. Occupational group managers are improving the development and management of occupational group rosters. "Tiger teams" with delegated recruitment authority are deployed to peacekeeping operations to provide pro-active support at key stages such as start-up or expansion to reach recruitment targets within established time frames. Addressing high vacancy rates, however, also requires addressing conditions of service; the Secretary-General has proposed human resources management reforms to streamline contractual arrangements and harmonize conditions of service of staff in the field with the more favourable conditions offered by the United Nations agencies, funds and programmes.	214
94. Ensure a fair representation of troop-contributing countries when selecting personnel for Headquarters and field positions Efforts are under way to strengthen outreach to peacekeeping partners in an effort to strengthen collaboration in filling critical vacancies and improve gender balance and appropriate geographical representation including a fair representation of troop- and police-contributing countries. Human resources action plans will set mission targets in areas such as geographic representation, including appropriate troop- and police-contributing countries representation.	215
95. Take steps to employ staff in the Department of Peacekeeping Operations competent in using the Secretariat's working languages, English and French The Department of Field Support selects staff who meet the functional and competency requirements of the post to be filled in a given mission, with mission-specific language skills included among the requirements, as appropriate.	217, 218
96. Ensure that staff sent to United Nations field operations to conduct examinations for experts on missions are certified and adhere to United Nations examination criteria	219

		Paragraph in A/61/19 (Part II)[1]
	All police personnel are tested in language, driving and shooting (where applicable) before deployment or once they arrive to the field mission to ensure that they meet the minimum United Nations requirements for service.	
97.	**Develop proposals for consideration by the General Assembly to address the current differences in the conditions of service of deputy force commanders currently serving in United Nations peacekeeping operations** The Department of Peacekeeping Operations and the Department of Field Support are reviewing the policy in the light of previous rejection by the Advisory Committee on Administrative and Budgetary Questions and/or the Fifth Committee of requests for the position of deputy force commander to be a United Nations contracted post.	222
98.	**Undertake a review of the current death and disability policy with a view to harmonizing existing policies and streamlining the claims process** The Secretariat will submit a comprehensive report on death and disability compensation at the next session of the Special Committee.	223
XII.	**Financial issues**	
99.	**The Secretariat should continue to look into practical modalities to address situations where contributors have not been reimbursed for their participation in various ongoing and closed missions, some going back to more than a decade, and to inform Member States at the earliest opportunity** The General Assembly has requested an updated proposal on the consolidation of peacekeeping accounts. Amounts due to troop-contributing countries in closed missions will be addressed in the report that will be presented to the Assembly for consideration at the first part of its resumed sixty-second session. Amounts due to troop-contributing countries in ongoing missions are periodically reimbursed depending on cash availability in the respective missions' special accounts.	225
100.	**Ensure the rapid processing and payment of reimbursements to troop- and police-contributing countries** The current practice is to process reimbursement to troop-contributing countries quarterly. Currently, claims for the third quarter ended 30 September 2007 are being processed and will be settled by 31 December 2007 subject to the availability of cash in the respective missions' accounts. This process is currently applied and is working effectively.	227
101.	**When a new mission is being planned, full account must be taken of the strategy for mission completion. After a mission is established, periodic reviews should be undertaken to ensure that the activities are implemented effectively and efficiently** Integrated technical assessment missions led by the Department of Peacekeeping Operations are usually conducted when the mandate of a mission goes through a significant change at the request of the Security Council. Periodic integrated reviews also take place in order to review implementation with regard to previously defined expected achievements and indicators, and to recommend revisions to the benchmarks	229

	Paragraph in A/61/19 (Part III)[1]
in accordance with the review. Such reviews have taken place during the past year in the context of several missions, including UNMIL, MONUC, the United Nations Integrated Office in Sierra Leone, BINUB and MINUSTAH. Wherever possible where there is an adjacent mission, the Department of Field Support provides bridging support in the form of aircraft, vehicles and contractual support.	

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Joint Inspection Unit

Age structure of human resources in the organizations of the United Nations system

Note by the Secretary-General

The Secretary-General has the honour to transmit to the members of the General Assembly the report of the Joint Inspection Unit entitled "Age structure of human resources in the organizations of the United Nations system" (JIU/REP/2007/4).

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AGE STRUCTURE OF HUMAN RESOURCES IN THE ORGANIZATIONS OF THE UNITED NATIONS SYSTEM

Prepared by

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Joint Inspection Unit

EXECUTIVE SUMMARY

Age structure of human resources in the organizations of the United Nations system
JIU/REP/2007/4

Objective: To make an assessment of the age structure of the staff across the United Nations system organizations, to assess the overall dimensions of the average ageing of staff and its impact on human resources management policies, including succession planning, and its financial implications, with a special emphasis on the Professional staff.

Main findings, conclusions and recommendations

- The human resources reports submitted over the last few years to the governing bodies of United Nations organizations have provided only general statistics on gender, geographical distribution and the basic demographic profile of staff. Most reports do not pay sufficient attention to age-related issues, lack analytical details about the consequences of the existing age structure, and do not call the attention of Member States to the likely impact of the age structure. Often these reports are submitted either for the purposes of "information" or "taking note of" and rarely contain proposals to address age-related issues.
- The average age of staff in the organizations of the United Nations system ranges from 42.6 years of age in the Office of the United Nations High Commissioner for Refugees (UNHCR) to 48.9 years of age in the World Meteorological Organization (WMO) and the International Civil Aviation Organization (ICAO). In the United Nations, which has the highest number of staff, the average age is 45.9 years. In the last 10 years, the overall average age of staff has moderately increased in several organizations.
- The average age of entry on duty (EOD) in the organizations of the United Nations system is relatively high. It ranges from 33.3 years of age for UNHCR to 43.6 years of age for WMO. It is even higher for the Professional staff. This is an established trend due to the low number of junior posts in the system. Employment in the United Nations system is often a second career after some experience in national governments or the private sector.
- The recruitment and retention of young professionals continues to be a challenge across the system. There is increasing competition from other international or regional organizations and non-governmental organizations (NGOs), which offer attractive and flexible packages for young professionals. Career development and long-term prospects for young professionals in the United Nations system need to be strengthened.
- There is an increasing number of retirements across the United Nations system Among the staff in the United Nations system with contracts of one year or more, 22.7 per cent are over the age of 55 and will reach the mandatory retirement age of 60 or 62 in the next five to seven years. One of the challenges relating to the increase in retirements is the task of identifying replacements, where proactive planning is needed.
- Succession planning as a human resources management tool is implemented in very few United Nations organizations, and is at an inceptive or early stage of development. In many of the organizations, there are no formal, defined and approved succession-planning policies. Succession planning is done as part of vacancy management, and in most cases it does not go beyond filling vacancies.
- Present regulations relating to retirement need to be reviewed to determine whether a change in the mandatory, as well as the normal, age of separation is advisable. The present regulation is

based on the demographic and social conditions that prevailed decades ago. Significant social and demographic changes have taken place, directly affecting the labour market. The increase in life expectancy at the age of 60 has prolonged the productive phase of professional life. Most staff members aged 60 or 62 are unlikely to have reached the limits of their productive, useful and efficient professional life, and could still be of benefit to the United Nations system organizations.

- The current regulations concerning the financial limits for the employment of retirees are not very helpful, and various options such as increasing the annual financial ceiling or fixing the number of months per year that retirees can be employed irrespective of their salary level should be considered.
- Listed below are the recommendations for the consideration of the legislative bodies. Other recommendations (Recommendations 3, 4, 6 and 8), proposed for the consideration of executive heads, can be found in the main text of the report. These recommendations are made with the aim of creating a balanced age structure, and establishing a combination of both younger and older Professional staff, able to provide the needed capacity, knowledge and expertise to implement the variety of programmes and activities of the United Nations system in an efficient and cost-effective manner.

Recommendations for the consideration of the legislative bodies

- **The legislative body of each organization of the United Nations system should (a) request its executive head to provide detailed and analytical information regarding age structure and other related information as part of a periodic human resources management report; and (b) set targets, establish benchmarks, and use them to monitor the measures taken by the organization concerned to address the potential impact of ageing of its staff members (paras. 16 – 19).**
- **The legislative body of each organization of the United Nations system should request its executive head to review the staffing structure of his or her organization in order to establish a balanced staff grade structure. To rejuvenate the staffing structure, more junior level posts (at P-2 and P-3 levels) should be established to attract young professionals. To achieve this, adequate cooperation and coordination between the human resources/finance divisions and the substantive divisions should be ensured (paras. 25 – 28).**
- **Legislative bodies of the United Nations system organizations should request the executive management to (a) submit regular reports showing retirement forecasts; (b) establish performance indicators to forecast replacement needs, and monitor their implementation; and (c) take adequate measures to ensure proper knowledge transfer and safeguard institutional memory (paras. 37 - 44).**
- **The General Assembly should request the Secretary-General of the United Nations, in his capacity as the chairperson of CEB, to initiate a review, with the involvement of the United Nations Joint Staff Pension Fund (UNJSPF) Board and ICSC, on the possibility of changing the mandatory age of separation in view of the number of impending retirements in the United Nations system, with due consideration to the increase in life expectancy at the age of 60 (paras. 53 – 59).**

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ABBREVIATIONS

ASHI	after-service health insurance
CEB	United Nations System Chief Executives Board for Coordination
DPKO	United Nations Department of Peacekeeping Operations
EOD	Entry on duty
FAO	Food and Agriculture Organization of the United Nations
IAEA	International Atomic Energy Agency
ICAO	International Civil Aviation Organization
ICSC	International Civil Service Commission
JIU	Joint Inspection Unit
JPOs	junior professional officers
ILO	International Labour Organization
IMO	International Maritime Organization
ITU	International Telecommunication Union
NCE	National Competitive Examinations
NGOs	non-governmental organizations
NPOs	National professional officers
OECD	Organisation for Economic Co-operation and Development
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNJSPF	United Nations Joint Staff Pension Fund
UNOPS	United Nations Office for Project Services
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
UNWTO	United Nations World Tourism Organization
UPU	Universal Postal Union
WFP	World Food Programme
WHO	World Health Organization
WIPO	World Intellectual Property Organization
WMO	World Meteorological Organization

I. INTRODUCTION

1. The ageing of the general population, including the ageing of the labour force, is a worldwide phenomenon of growing magnitude. The world is experiencing dramatic improvements in longevity and increased life expectancy at birth and at age 60. In the second half of the twentieth century, 20 years were added to the average lifespan, bringing global life expectancy at birth to its current level of 66 years. However, differences exist between countries. In the least developed regions, men reaching the age of 60 can expect 14 more years of life and women another 16 years, while in the developed regions life expectancy at age 60 is 18 more years for men and 22 years for women.[1] These demographic developments have resulted in important changes in the potential support ratio.

2. Alongside the ageing phenomenon, the labour market in many parts of the world has also been affected by the retirement of the "baby boom generation", that is, people born immediately after the Second World War. At the national level, the significant growth in longevity has wider implications for the labour market, which faces a growing challenge to optimize, in a cost-effective way, the necessity to employ the younger generation, with the availability of a large cohort of healthy, experienced older workers or employable retirees.

3. Based on its management assessments and other studies on human resources management, the Joint Inspection Unit (JIU) is of the view that there are good reasons to believe that the age structure and the ageing of human resources are also beginning to impact the United Nations system, and that this might warrant special attention and merit specific focus. Therefore, the Unit included a report on the age structure of human resources in organizations of the United Nations system in its work programme for the year 2006.[2]

4. Studies undertaken by JIU have shown that the average age of staff is relatively high, and the ageing of human resources in the United Nations system indicates that large numbers of staff will soon reach retirement age. These issues deserve increased attention. A particular age structure with the associated proportion of retirements/separations might increase replacement needs and generate increased or decreased financial burdens for the United Nations organizations in the future. In order to address increasing replacement needs, preserve institutional memory and manage the political, professional and human experience and knowledge attached to the present and departing human capital, special measures are needed for retirement, succession and recruitment policies and training. The impact of this demographic situation on the pension, after-service health insurance and other post-retirement related costs needs to be analysed and addressed.

5. The objectives of the report are to make an assessment of the age structure of the staff across the United Nations system organizations, and to assess the overall dimensions of the ageing of staff and its impact on human resources management policy, including succession planning. The report also reviews the policies and practices currently in place to address these issues. It also attempts to provide best practices and broad benchmarks prevalent in a limited number of non-United Nations entities in addressing age-related issues.

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[1] ST/SEA/SER.A/251 – "Population ageing 2006" by Population Division, Department of Economic and Social Affairs, United Nations.
[2] A/61/34.

6. In accordance with the internal standards and guidelines of JIU and its internal working procedures, the methodology followed in preparing this report included a detailed desk review, data collection and interviews. An in-depth review was done on human resources management related reports and documents submitted by the secretariats of the United Nations system organizations to their respective governing bodies, and the relevant resolutions and decisions of the governing bodies. In order to minimize direct requests to the organizations themselves, human resources related data was extracted, with their consent, from the databases of the United Nations System Chief Executives Board for Coordination (CEB) and the United Nations Joint Staff Pension Fund (UNJSPF). The Inspectors, on the basis of a standard interview guideline, interviewed human resources managers and other officials of 16 participating organizations in New York, Geneva, Rome, Vienna, Paris and Bern, in person and/or via videoconference.

7. Using the latest available information in the database of CEB, which contains system-wide data on staff appointed for a period of one year or more as of 31 December 2004, the main trends in the demographic profile and age structure of United Nations system staff were identified. UNJSPF data, covering a wider scope of staff members (those with over six months of employment) than the CEB database, was used mainly to test and validate the reliability of the identified trends. The Inspectors wish to underscore that in the trend analysis, staff employed with contracts of less than one year were not included. The national professional officers (NPOs) and junior professional officers (JPOs) employed by the organizations were also not included in this review. The report is intended to identify major trends and not to update statistics or make any projections in terms of specific numbers. In the opinion of the Inspectors, the databases of CEB and UNJSPF are comprehensive and were sufficient for the broad statistical samples required for making informed conclusions and formulating recommendations. Therefore, no detailed statistics were requested from the organizations.

8. On 20 December 2006 JIU sent the draft report to the participating organizations for factual corrections and comments. The comments received have been reflected, as appropriate, in the current report. At the request of the participating organizations, the Human Resources Network of CEB, at its meeting from 14 to 16 March 2007, discussed the draft report and expressed its opinion on the major recommendations. In accordance with article 11.2 of the JIU statute, this draft report has been finalized after consultation among the Inspectors so as to test its conclusions and recommendations against the collective wisdom of the Unit.

9. To facilitate the handling of the report and the implementation of its recommendations and the monitoring thereof, annex VII contains a table indicating whether the report is submitted to the organizations concerned for action or for information. The table identifies those recommendations relevant for each organization, specifying whether they require a decision by the organization's legislative or governing body or can be acted upon by the organization's executive head.

10. The Inspectors wish to express their appreciation to all who assisted them in the preparation of this report, and particularly to those who participated in the interviews and shared their knowledge and expertise.

II. FINDINGS AND RECOMMENDATIONS

11. The age structure and ageing of staff has a direct impact on the overall efficiency of the United Nations system organizations, affecting, among other things, recruitment and training needs, knowledge management, succession planning, separation benefits and accrued liabilities. It has to be proactively managed and effectively monitored. In this regard, the efforts of the United Nations system organizations should be guided, not by a prior goal to have a younger or an older staff, but to secure, maintain and develop an optimal intellectual and professional capacity, among other methods through a balanced age structure. A balanced age structure, in the view of the Inspectors, signifies a combination of professionals from younger and older age groups capable of providing the required knowledge, expertise and capacity to implement the various programmes and activities of the organizations in an efficient and cost-effective manner.

12. The paramount objective of human resources policies and practices should be to secure the necessary influx of young professionals, who have the benefit of a modern education and up-to-date knowledge, and to balance this with an adequate number of experienced staff with in-depth knowledge of the organizations of the system. In order to achieve this objective, measures need to be put in place, such as creating more junior level posts and having flexible regulations on the retirement and retention of experienced professionals in the oldest groups. The results of these measures may appear to be contradictory, but they are not mutually exclusive. Changes at both ends of the spectrum are needed to achieve a balanced age structure. In this regard, targeted human resources actions and measures are needed at every stage of the career of staff members, including induction and retirement phases.

13. The demographic profiles of the staff in the United Nations system organizations have shown, besides certain general characteristics, significant differences among the organizations. These differences are partly attributable to the mandate and dynamics of the activities of the organizations, and in some instances to their administrative and budgetary history. For example, the average age of staff in the World Food Programme (WFP), a field-based operational organization, is different from an overwhelmingly headquarters-based organization with a basic regulatory, norm setting and monitoring role such as the World Meteorological Organization (WMO). Similarly, an organization like the Office of the United Nations High Commissioner for Refugees (UNHCR), having had to increase its activities and therefore the size of its staff during the Balkan crisis, has a marked age structure, as long-term contracts have been agreed with a large proportion of the staff.

14. The nature of the organizations, with their varying proportions of field operations, regulatory, norm setting or consulting activities, requires professionals with different areas of expertise, skills and experience. These requirements also have an impact on the age structure of that organization. It is easier for larger organizations with a wide scope of activities to influence and manage a balanced age structure, whereas it is more difficult for smaller organizations, with a stagnating number of staff members, to do so. No single or unified criteria can be established for achieving a targeted age structure. The age structure of an organization has to be viewed against the particular mandate and objectives to be accomplished by each organization at a given time.

15. It is to be noted that the prevailing human resources policies and practices also play an important role in determining the age structure of staff. While recognizing the objective limits of

human resources policies to rapidly influence age structure, they can play an important role in the long term through adequate human resources planning and sustained efforts.

A. Limited attention to age-related human resources issues

16. Detailed information on human resources and related issues are regularly included on the agenda of the governing bodies of the United Nations system organizations. The General Assembly and the governing bodies of most of the specialized agencies receive periodic reports on the composition of staff in their organizations. In organizations such as the United Nations, World Health Organization (WHO), International Labour Organization (ILO), United Nations Food and Agriculture Organization (FAO), United Nations Educational, Scientific and Cultural Organization (UNESCO) and the International Atomic Energy Agency (IAEA), submission of such reports, either annually or biennially, is mandated by the governing bodies, and they are often discussed together with other human resources management related agenda items. The United Nations Secretariat submits the most detailed and comprehensive report. Organizations such as IAEA, ILO, FAO, UNESCO, WHO and WFP also provide comprehensive information to their respective governing bodies. In several organizations, human resources managers monitor staff composition and related issues, and provide periodic reports only to the executive head and not to the governing body. The main reason for this is a lack of initiative and attention on the part of the governing bodies, motivated either by a lack of established practice or by their overloaded agendas.

17. The reports submitted to the governing bodies generally provide statistics relating to gender and geographical distribution and the broad demographic profile of the staff on a comparative basis over the last few years. To a lesser extent these reports also contain information relating to recruitment, separation and retirement projections. The Inspectors note that these reports do not pay sufficient attention to age-related issues, lack analytical details about the potential consequences of the existing age structure, and do not call the attention of Member States to the likely impact of the age structure on the human resources policies of the organization. Often these reports are submitted to the governing bodies either for the purposes of "information" or "taking note of", and rarely contain proposals, measures or actions to address age-related issues.

18. The Inspectors believe that the executive management and governing bodies of the respective organizations should be sensitive to the implications of an ageing workforce, and adopt measures to monitor the age structure proactively. These measures should be built into their human resources strategies and human resources action plans. The Inspectors wish to point out that the progress achieved in improving the gender and geographical balance of staff across the United Nations system was due to the oversight of Member States that resulted in target setting, benchmarking and the close monitoring of these targets. The Inspectors believe that a balanced age structure can be achieved through a similar approach.

19. In order to monitor effectively age-related issues, the organizations should have a comprehensive human resources information system. In the United Nations, ILO, FAO, WHO and the United Nations Industrial Development Organization (UNIDO), efforts are underway to strengthen and improve the human resources information systems to facilitate the monitoring and analysing of the demographic profile. All organizations should strengthen their databases to effectively monitor human resources issues. At the United Nations system level there is an

operating database which can provide the most important data for that purpose. The CEB database provides system-wide information on many aspects of the United Nations system's staffing profile, such as category, grade, gender, nationality, age, length of service and duty station. The report generated from this database includes comparisons, trend analysis, gender ratios, the age profile and the proportion of Professional and General Service staff. The International Civil Service Commission (ICSC) and the Human Resources Network of CEB use this database widely for various statistical information and comparisons. The Inspectors believe that the implementation of the following recommendation will lead to improvement in human resources management and effective oversight by Member States.

Recommendation 1

The legislative body of each organization of the United Nations system should (a) request its executive head to provide detailed and analytical information regarding age structure and other related information as part of a periodic human resources management report; and (b) set targets, establish benchmarks, and use them to monitor the measures taken by the organization to address the potential impact of ageing of its staff members.

B. Average age of staff is relatively high

20. The average age of staff in the organizations of the United Nations system, as shown in annex V, ranges from 42.6 years in UNHCR to 48.9 years in WMO and the International Civil Aviation Organization (ICAO). In the United Nations, which has the most staff, it is 45.9 years. In the last 10 years, the overall average age of staff has moderately increased in several organizations, while there has been a slight decrease in some others. The average age of staff in the Professional category is higher than among the General Service staff, but the difference is not very significant, ranging from one to four years among the respective organizations. The General Service staff tend to start younger and serve for longer in the organizations than the Professional staff.

21. The average age of Professional staff in the United Nations, which has the highest number of Professional staff, is 46.2 years. The average age of Professional staff in the United Nations Population Fund (UNFPA), FAO, the International Maritime Organization (IMO), the International Telecommunication Union (ITU), UNESCO, UNIDO, ICAO, WHO, WMO and IAEA, is higher. In the United Nations Development Programme (UNDP), UNHCR, the United Nations Children's Fund (UNICEF), Universal Postal Union (UPU) and WFP it is lower. Organizations with dynamic operational activities and an extensive network of field offices have younger Professional level staff, whereas organizations with a high technical orientation and/or regulatory or normative activities have older Professional staff. In organizations with consultancy or technical cooperation activities like FAO and ILO, the average age is higher.

22. Considering the unique nature of the United Nations system organizations, the Inspectors recognize that it may be difficult to establish any objective standards or comparators with non-United Nations entities to determine whether or not a particular average age of staff is high. However, comparisons with other international organizations, national civil services and the private sector, where information is readily available and comparable, can provide broad

references with which to compare the situation of the United Nations system organizations. The Inspectors note that the average age of staff in the European Commission is 44 years[3] and in the Organisation for Economic Co-operation and Development (OECD) it is 45 years of age.[4] They have a slightly younger staff than the United Nations system, while the mandatory age of retirement is 65. Similarly, a representative survey covering European governmental institutions indicated that the average age in national governments is approximately four years younger than in the United Nations system.[5] Various studies in the private sector and in labour market publications indicate that the average age in the private sector is well below that of the public sector, due to a deliberate policy of rejuvenation carried out by private sector human resources management. For example, the average age of employees of Ericsson in Sweden is 41 years, and in Nestle International Headquarters in Switzerland it is 41.6 years of age.[6] The Inspectors emphasize that this data should only be taken as indicative, and is not necessarily representative of the private sector as a whole.

23. The relatively high average age of staff in the United Nations system is mainly due to the low proportion of staff in the younger age groups and the higher proportion of staff in the over 50 age group. As shown in annex III, in 17 out of 21 JIU participating organizations, at least 40 per cent of the Professional staff are 50 or older, and in 16 out of the 21 organizations, at least 20 per cent are over 55 years of age. While 22.5 per cent of the Professional staff in the entire United Nations system are over 55, only 12.5 per cent are younger than 35 years old. While the age structure in the United Nations Secretariat is close to the United Nations system average, the differences among specialized agencies are significant: WMO, ICAO, ILO, WHO, UNIDO, IAEA, IMO, the United Nations World Tourism Organization (UNWTO), the World Intellectual Property Organization (WIPO) and ICAO have the smallest group of staff members under the age of 35. At the same time – with the exception of WHO – 50 per cent or more of the staff of these organizations are 50 years old and above. This proportion is the highest in WMO (77.4 per cent), ICAO (63.2 per cent) and UNWTO (63.1 per cent). Moreover, in the cases of ICAO and WMO, the number of staff over 55 is exceptionally high (41.1 per cent and 56.6 per cent).

24. On the basis of these comparisons, the Inspectors believe that the average age of the Professional staff in the United Nations organizations is high, and the staff age structure is unbalanced. During interviews, the Inspectors observed a growing awareness among the human resources management teams of the ageing of human resources and the need to rejuvenate the staff profile. The Inspectors were informed of instructions by some executive heads to address age-related issues. In the United Nations, FAO and ILO, the rejuvenation of staff has been included in human resources strategies and action plans. The United Nations system should increase efforts to attract highly qualified young professionals from all possible sources.

C. Average age of entry on duty (EOD) is relatively high

25. The average age of entry on duty (EOD) of all staff in the organizations of the United Nations system, as shown in annex V, is high. It ranges from 33.3 years of age for UNHCR to 43.6 for WMO. The average age of EOD is even older for Professional staff, being 35 in the

[3] Comref 07/ 2006 - Statistical bulletin of Commission staff at http://ec.europa.eu.
[4] GOV/PGC/HRM (2004) 3/ FINAL - OECD Staff Profile Statistics.
[5] Study of the Cranfield University School of Management.
[6] Data received during personal interviews.

United Nations, 38 in UNESCO, 43.5 in FAO, 44 in WHO, 44.8 in WMO, 45 in UPU and 40.8 in IAEA. This is likely to be a lasting trend, as the number of young professionals joining the United Nations system is stagnating. In the United Nations system, the proportion of staff under 35 years of age is consistently around 12 per cent. Also, working in the United Nations system is often a second career for many staff, who join after serving in their national governments or elsewhere. Another factor affecting the high average age of EOD in some organizations is the need to recruit experts with many years of experience.

26. The major issue regarding the high average age of EOD relates to the low number of junior level posts available for the recruitment of young professionals. In the entire United Nations system, the average grade distribution of the Professional posts is as follows: P-1 is 1 per cent, P-2 is 12 per cent, P-3 is 24 per cent, P-4 is 29 per cent, and P-5 is 22 per cent. The number of P-4 posts across the system is higher than the number of P-3 posts, and in UNFPA, ILO, the United Nations Office for Project Services (UNOPS), IMO, WMO and UNIDO there are more P-5 posts than P-4 posts. The grade pyramid in the Professional posts is top heavy and is not a "pyramid" in shape. This grade distribution pattern is a constant in all the organizations.

27. Many factors contribute to the particular grade structure of an organization. The mandate and type of activity of the organization is a major factor. It is only possible to recruit the best, internationally recognized expertise required by some organizations through the attractive conditions associated with higher grades. Also, some United Nations organizations such as IAEA, WHO and ICAO, are facing growing competition in attracting the required technical expertise from other international organizations and from the private sector. Notwithstanding these factors, the Inspectors believe that a careful analysis of the present grade structure and the possible restructuring and reclassifying of part of the senior Professional posts to a more junior level needs to be explored. The Inspectors note encouraging initiatives in some organizations in this regard, but a more systematic review of the present grade structure needs to be made across the United Nations system.

28. The Inspectors are encouraged by the growing awareness among the organizations of the need to recruit more young professionals. Efforts are underway in organizations such as UNIDO, UNESCO and WHO to reclassify higher level vacant posts to more junior posts. ILO, as part of its human resources strategy for 2006-2009, is reclassifying one third of the P-5 posts expected to become vacant to more junior posts. It is obvious that such efforts need a long-term approach, a certain level of mobility, and proactive human resources and career development planning. The Inspectors encourage a similar approach by other organizations.

29. The eligibility requirements for junior posts at the P-1 to P-3 levels are a limiting factor to the influx of young professionals. In many vacancy announcements for junior posts, there is an over-emphasis on the required years of relevant experience. The ICSC guidelines determine the required years of experience for different grades for recruitment to the Professional category and above. These guidelines, which are not interpreted uniformly across the UN system, emphasize relevant experience as a criterion for selection to junior level posts, with less emphasis on educational qualifications, technical skills and potential performance, which limits the eligibility of young professionals with limited experience. As a consequence, there are few young professionals holding junior posts. As shown in annex IV, only 19 per cent are under 30 years of age at the P-1 and P-2 levels, and another 42 per cent are between 30 and 35. Similarly, at the P-3 level, only 16 per cent are under 35 and 24 per cent are between 35 and 40 years of age. While the

Inspectors recognize that several years of experience may be important for junior level posts in small field offices, it is their firm belief that as a general rule, experience should not be given undue consideration for junior level posts.

30. In order to promote the rejuvenation of staff, there is a need to revise the eligibility requirements for junior level posts, placing more emphasis on educational qualifications, technical skills and potential performance. The use of modern tools to assess the competencies and potential performance of young candidates may provide better guarantees for the quality of recruitment than the current reliance on years of relevant experience. In this regard, the proposed establishment of the Dedicated Recruitment and Staffing Centre within the Office of Human Resources Management in the United Nations, as part of the framework of human resources management reform of the Secretary-General,[7] is a promising measure to promote the influx of young professionals. The implementation of the following recommendations is intended to enhance efficiency in human resources management.

Recommendation 2

The legislative body of each organization of the United Nations system should request its executive head to review the staffing structure of his or her organization in order to establish a balanced staff grade structure. To rejuvenate the staffing structure, more junior level posts (at P-2 and P-3 levels) should be established to attract young professionals. To achieve this, adequate cooperation and coordination between the human resources/finance divisions and the substantive divisions should be ensured.

Recommendation 3

Executive heads of each United Nations system organization should review, in consultation with ICSC and the CEB Human Resources Network, the standards of eligibility requirements for posts at and below P-3 level, placing more emphasis on educational qualifications, technical skills and potential performance.

D. Challenges in the recruitment and retention of young professionals

31. The United Nations system needs the dynamism, creativity and innovative spirit of the younger generation, who have the benefits of a modern education, up-to-date knowledge and technological awareness. Combined with the experience and wisdom of the older generation, their knowledge and dynamism will be an asset to the United Nations system in meeting the challenges facing the world. The National Competitive Examinations (NCE), the Junior Professional Officers (JPO) Programme, the Internship Programmes, the National Professional Officers (NPO) Programmes and field operations, including peacekeeping, continue to be good channels for attracting young professionals into the United Nations system. Organizations such as the United Nations, WHO, FAO, UNICEF and UNESCO are increasingly relying on these sources for recruiting young professionals. The Inspectors believe that the administrative limitations that exist in some organizations relating to the immediate recruitment of professionals from these channels should be reviewed. The regulations should be made more flexible to enable these

[7] A/60/692.

sources to be transformed into an effective means of recruiting young professionals. In addition, the Inspectors suggest special recruitment drives should be undertaken in higher educational, research and academic institutions around the globe, to attract young professionals.

32. In today's competitive environment, the United Nations system should not only try to attract young professionals, but also remain attractive, so that some of them settle for a long career. There is increasing competition from other international and regional organizations, non-governmental organizations (NGOs) and the private sector offering attractive and flexible packages for young professionals. Furthermore, there is a perceptible change among young professionals as to what constitutes a good and attractive work place. Besides the traditional benefits of public employment, like job security, seniority-based promotion, competitive benefits and pension, new ones are gaining ground. Competitiveness and challenge, enhancing of technical skills, predictable career prospects, mobility and shorter employment with better remuneration have also become attractive among young professionals. The United Nations system needs to recognize this in modelling career development programmes.

33. Career development and long-term prospects for staff continue to be a challenge for human resources managers across the United Nations system. A recent survey entitled "A picture of the United Nations Staff", published in 2005, revealed that the most de-motivating aspect of employment with the United Nations is the lack of career and promotion prospects.[8] The Inspectors believe that the system needs to embark on strengthening career development programmes, and enhance training and staff development activities, to be competitive in the labour market and to build and maintain the required professional competence of staff members.

34. In recent years, increased attention has been paid to career development throughout the United Nations system. In the United Nations, career development and support is an important element of the Secretary-General's human resources management reform proposed in the report "Investing in the United Nations: for a stronger Organization worldwide". The report envisaged an increase in resources for career development and support, systematic development of entry-level professionals, and the development of career models with potential career paths.[9] Among the United Nations system organizations, the Leadership Development Programme (LEAD) and Talent Management Programmes of UNDP, and the Young Professional Programme of UNICEF are good examples. Comprehensive career development programmes have also been elaborated and introduced in UNESCO, ILO and WHO.

35. Regarding training, the United Nations system is making significant efforts and has invested financial resources in strengthening staff development and learning. The CEB recommendation to dedicate at least 1 per cent of staff costs for staff development is significant, but is not sufficient in relation to the practices followed previously in the United Nations system. Based on discussions with some private sector companies, the Inspectors note that 2 to 4 per cent of staff costs and 5 per cent of working time are considered a reasonable investment for staff training and career development. In the United Nations, the biennial training budget grew from US$ 4 million to US$ 19 million in the last 10 years. UNESCO recently increased its training budget significantly to US$ 6 million, which is 1.7 per cent of its staff costs. Similar steps have been taken in WHO with 2 per cent, and in ILO more than 2 per cent, of the staff costs budgeted for training. In other organizations, the training budget is close to 1 per cent of staff costs. The

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[8] A picture of United Nations staff 2005 ST/Geneva (02) P611.
[9] A/60/692.

Inspectors welcome these efforts and underline the necessity to continue them, including special attention for the induction, mentoring and training of young professionals.

36. Family-related issues are another factor that adversely affect the retention of young professionals. In some of the major duty stations there are restrictions on the employment of the spouses of United Nations staff members. Furthermore, most field missions are non-family duty stations, where taking the family is prohibited for various reasons. These factors at times affect every staff member and particularly become a disincentive for the mobility and career advancement of young professionals. The implementation of the following recommendation will enhance efficiency in human resources management.

Recommendation 4

Executive heads of each United Nations system organization should (a) undertake special measures to ensure the influx of young professionals through special recruitment drives; (b) strengthen the career development prospects for young professionals through enhanced training and staff development; (c) allocate adequate resources for training and staff development activities; and (d) adequately address the work/life issues of staff members with special attention to the family-related issues of young professionals.

E. The increase in the number of retirements

37. In the current age structure of the United Nations system, staff members aged 50 years or over are dominant. Among this group there is a significant proportion of staff over 55 years of age. 22.7 per cent of staff in the United Nations system with contracts of one year or more are aged over 55, and they will reach the mandatory retirement age of 60 or 62 in the next five to seven years. In 16 out of 21 JIU participating organizations, at least 20 per cent of the staff are over 55 years of age. There are only a few organizations where this age group accounts for less than 20 per cent of staff: WIPO (17 per cent), UNDP (15 per cent), UNHCR (13 per cent) and WFP (11 per cent). In some organizations the percentage of staff belonging to this age group is particularly high: WMO (52 per cent), ICAO (41 per cent), UNIDO (33 per cent), IMO (33 per cent) and ILO and FAO, both with around 30 per cent (annex III). This age structure forecasts a high number of expected retirements in the near future.

38. The number of staff employed on a regular basis after the age of 62 is not significant. Furthermore, notwithstanding the mandatory retirement age of 60 or 62, the average age of retirement is 59.4 years for General Service and 60.8 years for Professional staff, as many staff members take early retirement packages after the age of 55. The number of retirements in the coming years will be influenced mainly by the mandatory retirement age, but there is also reason to believe that the percentage of retiring Professional level staff will be higher, due to some taking early retirement.

39. According to the available statistics, as shown in annex VI, the number of retirements projected for the period from 2006 to 2010 is expected to be higher than the number of retirements between 2001 and 2005. The increase varies from organization to organization. In organizations such as UNEP and WFP, the number of retirements will remain more-or-less stable with some increase. In the United Nations, UNDP, FAO, WHO, UNICEF and UNESCO there

will be a steady increase. The number of anticipated retirements as shown in annex VI is only a conservative estimate, as the annex includes only age-related mandatory retirement. It does not include early retirement, as this is difficult to project. Based on the pre-2005 trends, the actual number of retirements for the period 2006 to 2010 will be more than the numbers shown in annex VI.

40. As shown in annex IV, in the next five to seven years, the increase in retirement will be particularly high in the P-5 level and above. It will be about 35 per cent at P-5, 48 per cent at D-1, and 59 per cent at the D-2 level. Beyond the system-wide average figures, there are significant differences among the organizations. During the next five years in the United Nations Secretariat, 29.6 per cent of P-5 staff and 39.0 per cent of Directors will retire, while the figures in UNESCO are 40 per cent and 46 per cent, and in UNICEF 22 per cent and 33 per cent respectively. In IAEA, expected retirement in the next five years is not significant; however, there will be serious replacement needs due to the age composition and the mandatory system of rotation for the majority of the staff. One of the challenges relating to the increased number of retirements is the task of identifying replacements, where proactive planning is needed.

41. The task of identifying replacement needs will be further exacerbated with the implementation of the mobility policy introduced by the General Assembly in resolutions 55/258 and 57/305, and the Inter-Agency Mobility Accord issued in November 2005. According to the strategy for implementing the mobility policy in the United Nations, starting in May 2007, managed mobility will be implemented level-by-level in a gradual, phased manner spread over time; P-3 and G-7 staff from May 2007 to October 2007; P-4 and G-6 staff from November 2007 to April 2008; P-5 and G-5 staff from May 2008 to October 2008; and D-1 and D-2 staff from November 2008 to April 2009.[10] In the next five years, due to the combined effects of the increase in the number of retirements and the implementation of the mobility policy, special attention should be paid to secure replacement needs without disrupting the substantive activities of the organizations.

42. In many organizations, the expected number of retirements and the efforts to identify replacement needs is one of the monitored performance indicators. However, expected retirements are handled primarily as a vacancy management issue that will provide human resources managers with an opportunity only to achieve gender balance or remedy an imbalanced geographical representation. Only in a few organizations have the increasing replacement needs received special attention, addressing problems associated with retirements like the potential loss of continuity in managerial positions and preserving the knowledge and institutional memory of the organization.

43. The Inspectors understand, from interviews conducted for this report, that issues of knowledge transfer and business continuity, including continuity of leadership at managerial positions, are not addressed systematically, and few measures are in place to establish an organized, formalized and coherent form of knowledge transfer. In most of the organizations, retirement-related knowledge transfer is done on a case-by-case basis, mostly at the initiative of the retiring staff members themselves. Also, this informal knowledge transfer is not possible in most cases, as vacancies are filled long after the staff member has retired. Knowledge transfer and the safeguarding of institutional memory are further limited when the posts are kept vacant for

[10] Human Resources Management Reform Part III, 18 May 2006 – http://iseek.un.org.

long periods to alleviate budgetary constraints. Human resources management should pay special attention to this issue, particularly in those organizations with high numbers of staff retiring from managerial posts.

44. The Inspectors wish to mention that JIU is currently preparing a report on knowledge management and knowledge sharing in the United Nations system. The report will review knowledge management strategies, and the ways and means to ensure the transfer of knowledge in the United Nations system. Therefore, the Inspectors do not intend to discuss knowledge management related issues in this report. However, they would like to stress that in view of the increasing number of retirements, there is an additional need to address knowledge transfer related issues, and to establish organized methods of knowledge transfer and strengthen knowledge management capacities in the United Nations system organizations. The implementation of the following recommendation will improve human resources management and enhance its effectiveness.

Recommendation 5

Legislative bodies of the United Nations system organizations should request the executive management to (a) submit regular reports showing retirement forecasts; (b) establish performance indicators to forecast replacement needs and monitor their implementation; and (c) take adequate measures to ensure proper knowledge transfer and safeguard institutional memory.

F. The increase in the number of retirements underscores the need for succession planning

45. The increasing number of retirements, particularly in senior management positions where a sizable number of staff will become eligible to retire between 2006 and 2010, could result in a potential loss of leadership continuity, institutional knowledge and expertise. The Inspectors stress that United Nations system organizations have to make sure that the substantive programmes will not be jeopardised if large numbers of managers retire. Therefore, succession planning is becoming a distinct strategic imperative that will help the organizations to deal with, in particular, the potential loss of continuity, intellectual capital and leadership at the managerial level that will result from senior management retirements. The Inspectors also believe that placing appropriate emphasis and attention on succession planning will help organizations ensure that they have a well prepared, qualified and diverse group of people available to fill the positions falling vacant.

46. The Inspectors note that succession planning as a human resources management tool is implemented in very few of the organizations, and is at an inceptive or early stage of development. The Human Resources Network of CEB has had some informal consultations on succession planning, but has never included it on the agenda of its regular meetings for detailed discussion. In many of the organizations, there are no formal, defined and approved policies for succession planning in place. It is done as part of the vacancy management exercise and in most cases it does not go beyond filling vacancies. In the opinion of the Inspectors, succession planning should be an integrated process that goes beyond replacing individuals, and engages in strengthening and developing leadership talent at all levels of the organizations. It should be a

comprehensive, ongoing strategic process that provides for forecasting executive needs, identifying and developing potential managers, and selecting individuals from a pool of qualified and diverse candidates to meet human resources needs.

47. In some organizations initiatives have been made to introduce succession planning in a systematic way. Most of the organizations with diverse field activities and country offices have established policies and procedures, and have designed and initiated formal succession planning. However, these efforts are limited and not coordinated to include best practices of other organizations. UNICEF has established a global "succession pool", initially for staff members at the P-5 and D-1 levels. Staff members are identified, provided competency based training and are treated as potential candidates to be posted to the country offices when a vacancy arises. UNFPA is developing a succession-planning model for the representatives and deputy representatives of their country offices. A talent pool is being created based on a competency assessment of the staff, and staff so identified will be included on a roster for assignment to suitable posts. The appropriate appointment and promotion body would approve the roster. Similarly, UNDP has adopted a management succession-planning programme for staffing its field offices.

48. The United Nations Department of Peacekeeping Operations (DPKO), to meet the changing needs of its field operations, has introduced the Senior Mission Administration and Resource Training (SMART) programme, in which a pool of Chief Administrative Officers and Senior Administrative Officers have been identified, trained and made ready to move to a field mission. The Management and Leadership Development Programme of ILO, in its first phase, trained and developed a pool of managers at the P-5 and D-1 levels for succession to future vacancies. In the second phase, which is currently under implementation, staff at the P-4 level are being targeted. In WHO, the Global Leadership programme has been established for staff members at P-5 level and above, which uses assessment centres to identify the competencies of staff members for promotions. In WFP, as part of succession planning for the executive staff, human resources prepares a list of internal candidates which is then approved by the competent board with a ranking system.

49. The Inspectors stress the importance of succession planning as a good management practice for any human resources planning effort. They reiterate the necessity, particularly in an environment of likely continued budget constraints, for the United Nations system organizations to implement human capital strategies, including succession planning, that focus on strengthening both the current and future organizational capacity to meet emerging challenges. In these efforts, the Inspectors believe that the CEB Human Resources Network should take a proactive, systematic approach to assess the current status of succession planning in the United Nations system organizations, by way of a survey. CEB should develop a set of tools or models to assist the organizations in implementing succession planning and to strengthen existing plans.

50. During interviews with the human resources managers of the various organizations, the Inspectors noted a lack of clarity about how to approach succession planning. Human resources and line managers often face challenges, which need to be recognised and addressed, in tailoring succession planning for their organization. Such challenges include discontinuous senior executive leadership guided by political appointments, and challenges in implementing an effective succession selection process that abides by the principles of open competitive recruitment, gender and geographical balance and budgetary constraints. Human resources management should seek to secure the necessary resources and tools to identify, train and develop

in-house capacity with the required professional managerial skills and competencies, as potential replacements.

51. Considering the challenges of the succession-planning effort and its evolving nature in the United Nations system, the Inspectors do not propose the adoption of a particular model for organizations to follow. However, based on the best practices currently available in the United Nations system, and identified during discussions with other public and private sector organizations, the Inspectors propose a set of broad benchmarks that should guide the Human Resources Network of CEB to agree on a succession-planning model for the United Nations system, to be fine-tuned as appropriate by each organization.

52. The Inspectors believe that a successful succession-planning effort should (i) be linked to the strategic human resources framework of the individual organization and be approved by the respective executive head of the organization and endorsed by the governing body; (ii) identify the competencies and critical skills available in the whole organization and list them in a skills inventory, particularly at all supervisory, managerial and executive levels, for both Professional and General Service staff ; (iii) give high potential staff challenging and career developing assignments in addition to formal training courses; (iv) address organization-specific human resources planning challenges, like ensuring gender and geographical balance; and (v) facilitate the retention of good, qualified staff members. The implementation of the following recommendation is expected to lead to management improvement through the development and dissemination of best practices.

Recommendation 6

Executive heads of the United Nations system organizations should request the CEB secretariat, through its Human Resources Network, to assess the current status of succession planning in these organizations, and include succession planning on the agenda for in-depth discussion at its regular meetings, with a view to developing policies and a framework for succession planning, using the broad benchmarks provided in this report, for adoption by the United Nations system.

G. Low mandatory age of retirement

53. The mandatory age of separation and/or normal age of retirement in the United Nations system is 60 or 62 years, except in FAO, where it is 62. The normal retirement age, at which a retiree is entitled to receive full retirement benefits, is 60 years, or 62 years for participants whose participation commenced or recommenced on or after 1 January 1990, as set out in the Regulations of UNJSPF as amended by General Assembly resolution 44/199 of 21 December 1989.[11] The mandatory age of separation is the age beyond which staff members are not normally retained on active service, and is regulated by the United Nations organizations in their staff regulations and staff rules.

54. General Assembly resolution 44/199, which increased the normal retirement age to 62 years, was part of a package of measures aimed at restoring the actuarial balance of UNJSPF to

[11] Annex I of the resolution.

secure an adequate level of benefits under the Fund. This decision was motivated primarily by financial reasons, although certain developments in the demographic profile of the labour force were also taken into account. At present, the financial situation of UNJSPF is stable and solid; therefore there is no impending necessity to increase the contributions to the Fund by increasing the normal retirement age.

55. Notwithstanding the Fund's stable financial situation, the Inspectors believe that there is a need to comprehensively review the present retirement regulations, which were established on the basis of the demographic and social conditions that prevailed at the time of the establishment of the Pension Fund, to determine whether a change in the mandatory age of separation is required. The review may be necessary now due to the significant social and demographic changes that have taken place, directly affecting the labour market and pension systems globally. There has been a significant increase in life expectancy at the age of 60 and the productive phase of professional life is now prolonged. Many staff members aged 60 or 62 are unlikely to have reached the limits of their productive, useful and efficient professional life, and could still be an asset to their organization. In this context, it could be useful to review the merits of an established age of separation and the merits of altering the normal retirement age. This question is raising a very broad range of reactions among the human resources management teams of the organizations, from adamant objections to the principle of a mandatory age of separation as presently set to the perceived absence of any problem with the present system.

56. Furthermore, the normal retirement age of 60 or 62 in the United Nations system is low, compared to other international or regional organizations and many national governments. In most of the international organizations outside the United Nations system, like the European Commission, OECD and the World Bank, the retirement age is 65. In most of the OECD countries the retirement age for all employees is 65, and other OECD countries are in the process of increasing it to 65. In Germany, Sweden and the United States of America it is 67, or will be increased to that level. However, the retirement age is lower in developing countries, due to the lower life expectancy in those countries.[12]

57. Reforms are taking place in a number of national pension systems. The reforms are driven partly by long-term efforts to maintain the sustainability of the pension systems and partly by the changing social or demographic situation. The main areas of these reform efforts are: increasing pension contributions, discouraging early retirement, raising the normal age of retirement, changes in the number of years used in pensions benefit calculation, partial transfer of risk from the employer to the employee, increasing the reward for continuing to work, and so on. There are efforts to differentiate between normal retirement age and the mandatory age of separation. Improving physical and mental health, and the prolongation of the working capability of people belonging to the older age groups, play an important role in these efforts.

58. Any changes to the United Nations system pension scheme would be of a long-term nature, and would need careful, comprehensive consideration before any decision is taken. For the time being, as shown by the latest actuarial studies of UNJSPF,[13] there is no pressing urgency to make changes from the perspective of the financial sustainability of the Fund.

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[12] World Population Prospect: The 2004 Revision.

[13] UNJSP Board report on the 28th Actuarial valuation of the UNJSPF prepared as of 31 December 2005, JSPB/53/R.4.

59. The United Nations system has to address the low mandatory age of separation/ retirement to ensure the adequate and most rational utilization of the available human resources. The Inspectors recognize the complexity of this issue, the possible consequences on the pension system and its impact on the human resources policies and practices of the participating organizations. However, they are of the firm opinion that it is time for the General Assembly to initiate steps leading to a review, with the involvement of the UNJSPF Board and ICSC, aimed at studying the current trends in retirement in the United Nations system and the international labour market, with due consideration to the increase in life expectancy at the age of 60 and the efficient use of human resources in the United Nations system. An increase in the mandatory age of separation would also reduce the long-term liability of after-service health insurance (ASHI), hence also reduce the contribution of Member States, and will further improve the sustainability of the Pension Fund. The review should focus on the possibility of changing the present mandatory age of separation in the United Nations system. The implementation of the following recommendation is intended to enhance efficiency in human resources management and would result in significant financial savings on a recurrent basis.

Recommendation 7

The General Assembly should request the Secretary-General of the United Nations, in his capacity as the chairperson of CEB, to initiate a review, with the involvement of the UNJSPF Board and ICSC, on the possibility of changing the mandatory age of separation in view of the number of impending retirements in the United Nations system, with due consideration to the increase in life expectancy at the age of 60.

H. Rigid regulations and practices relating to the employment of retirees

60. In the United Nations, the retention in service of staff beyond the mandatory age of separation and the employment of retirees, including the criteria, procedure, general conditions and contractual arrangements, are defined and regulated in detail according to ST/AI/2003/8. There are similar instructions in other United Nations system organizations. Retention in service of staff members beyond the mandatory age of separation is an exception to the provisions of the staff regulations, and is usually only granted when a suitable replacement cannot be identified in a timely manner. It implies that the non-availability of a qualified candidate is the precondition, and there is little or no consideration for the interests of the organization and whether it needs the experience and expertise of a given person after his or her normal retirement age.

61. According to the existing regulations, a former staff member who is in receipt of pension benefits from UNJSPF may not earn more than US$ 22,000 for work performed and/or services rendered during a calendar year, and their cumulative period of service shall not exceed six months per calendar year. For language service staff this restriction is the monetary equivalent of 125 days of work during a calendar year. This limitation is an obstacle to efficiently using the expertise of qualified retired personnel within the United Nations system. Due to the constraints imposed by the financial limit, it may not be possible to recruit for a sufficient period of time experienced former staff members who retired at high grades. As more staff retire and expected replacement needs increase, the demand for employment of retirees may soon become inevitable.

62. In many organizations these regulations cause difficulties and limit the possibility of using the most qualified former staff members' experience. In order to get qualified retirees on board, some of the organizations resort to indirect employment methods, like subcontracting through consultancy firms or other economic or legal entities, which is often more costly. In these cases the contract is given to an employer, who then utilises the services of the retirees. Such employment may be legally correct, but it contradicts the spirit of the rule, therefore such practices are questionable.

63. The Inspectors believe that setting inflexible financial limits for the employment of retirees is not very helpful and that various options, such as increasing the financial ceiling, as mentioned in paragraph 61 above, or fixing a limited number of months of employment of retirees irrespective of their final salary, should be considered. These options may facilitate the employment of the most experienced and highly qualified former staff whose expertise would be useful and cost-effective to the organizations. The implementation of the following recommendation is intended to enhance efficiency in human resources management and help organizations to ease the consequences of the future retirement wave.

Recommendation 8

Executive heads of the United Nations system organizations, in coordination with CEB and ICSC, should review the existing regulations and financial limits relating to the employment of retirees, with a view to making them more flexible, and submit an appropriate proposal to their respective legislative bodies.

I. Financial implications of the increasing number of staff retirements

64. The United Nations system provides retired staff members who have met certain eligibility requirements with after-service medical and dental coverage, as well as other post-termination benefits, such as accrued annual leave and a repatriation grant. Accrued annual leave and the repatriation grant are in general paid and expensed at the time of the separation of the staff member. They are one-time payments having no accumulated impact for the organizations after the time of separation. Although with the increasing trend in retirements these liabilities are likely to grow, their absolute volume is relatively low compared with annual staff costs, and is foreseen in the budgeting process.

65. The accrued ASHI liability has more substantial financial implications for the organizations and will increase many times with the increase in the number of retirements. In addition to the cost of the organization's premium to cover future retirees, the major issue of the ASHI programme relates to its accrued liability and funding. Accrued liability for ASHI represents the present value of future benefits for which active staff and retirees have already rendered service. Starting from the 1960s, when the ASHI programme began in the United Nations system, the number of participants has steadily increased. With the increasing number of retirements, the membership will grow. The related cost in providing health coverage for retirees has increased many times due to soaring medical costs and increases in utilization of services. As mentioned in the Secretary-General's report, the average ASHI enrolment more than doubled from the biennium 1984-1985 to the end of the biennium 2002-2003, and the medical benefits paid out

increased almost tenfold over the same period.[14] The overall cost of medical care for retirees is expected to spiral upwards in the future with increased retirements and the increase in life expectancy of the retired population.

66. Based on actuarial studies, it was estimated that the accrued liability for the ASHI coverage for the entire United Nations system for the period up to 31 December 2003 was approximately US$ 4.0 billion as stated in the above-mentioned Secretary-General's report. Historical trends indicate the liability will substantially increase in the future. The General Assembly, in its resolution 60/255, recognized the end-of-service accrued benefit liabilities for the United Nations, and requested that steps be taken to disclose these liabilities in the United Nations financial statements.

67. The Inspectors do not intend to discuss in detail the cost of ASHI schemes and related issues; however, they wish to point out that the Unit has finalized a report included in its work programme on United Nations system staff medical coverage, and this report will provide proposals to the organizations on how to deal with the emerging problems faced by their health insurance schemes, resulting from the soaring costs of medical coverage and the need to guarantee medical coverage to their staff and retirees and their dependants. However, the Inspectors felt it was necessary to bring to the attention of Member States the fact that the forthcoming increase in the number of retirements will accelerate the future growth of and the financial burden related to ASHI.

[14] A/60/450 and Corr.1, annex IV, para. 9.

ANNEX I

Number of staff by category and organizational location as at 31 December 2004

ORGANIZATION	HEADQUARTERS				OTHER ESTABLISHED OFFICES				PROJECT				TOTAL		
	PROF	GS	TOTAL	% TOTAL	PROF	GS	TOTAL	% TOTAL	PROF	GS	TOTAL	% TOTAL	PROF	GS	TOTAL
United Nations, funds and programmes															
UN	2266	2626	4892	31	4014	6317	10331	66	315	0	315	2	6595	8943	**15538**
UNRWA	63	7	70	53	46	2	48	36	15	0	15	11	124	9	**133**
UNHCR	551	420	971	20	939	2938	3877	80	0	0	0	0	1490	3358	**4848**
WFP	460	329	789	29	0	1197	1197	43	754	21	775	28	1214	1547	**2761**
UNDP	490	323	813	17	1008	2866	3874	83	0	0	0	0	1498	3189	**4687**
UNFPA	150	118	268	25	231	578	809	75	0	0	0	0	381	696	**1077**
UNOPS	79	83	162	28	251	161	412	72	0	0	0	0	330	244	**574**
UNICEF	492	318	810	14	211	203	414	7	1312	3187	4499	79	2015	3708	**5723**
Specialized agencies and IAEA															
ILO	515	594	1109	44	212	503	715	28	325	392	717	28	1052	1489	**2541**
FAO	1080	1109	2189	59	314	823	1137	30	133	270	403	11	1527	2202	**3729**
UNESCO	720	794	1514	66	318	440	758	33	10	0	10	0	1048	1234	**2282**
ICAO	241	365	606	70	85	104	189	22	75	0	75	9	401	469	**870**
WHO	791	734	1525	37	533	1295	1828	44	419	374	793	19	1743	2403	**4146**
UPU	67	89	156	100	0	0	0	0	0	0	0	0	67	89	**156**
ITU	304	483	787	94	20	20	40	5	7	1	8	1	331	504	**835**
WMO	119	143	262	96	5	4	9	3	0	2	2	1	124	149	**273**
IMO	132	169	301	91	0	0	0	0	10	21	31	9	142	190	**332**
WIPO	447	481	928	99	6	1	7	1	0	0	0	0	453	482	**935**
UNIDO	212	329	541	79	49	58	107	16	32	7	39	6	293	394	**687**
UNWTO	38	58	96	100	0	0	0	0	0	0	0	0	38	58	**96**
IAEA	932	1121	2053	97	38	34	72	3	0	0	0	0	970	1155	**2125**
TOTAL	*10149*	*10693*	*20842*	*38*	*8280*	*17544*	*25824*	*48*	*3407*	*4275*	*7682*	*14*	*21836*	*32512*	***54348***

Source: CEB database

ANNEX II

Grade distribution of Professional staff as at 31 December 2004[15]

HEADQUARTERS AND OTHER ESTABLISHED OFFICES

ORGANIZATION	P1	P2	P3	P4	P5	D1	D2	UG	TOTAL
United Nations, funds and programmes									
UN	58 (1)	779 (12)	1930 (31)	1906 (31)	1009 (16)	376 (6)	137 (2)	85 (1)	**6280 (100)**
UNRWA	2 (2)	12 (11)	12 (11)	42 (38)	23 (21)	15 (14)	1 (1)	2 (2)	**109 (100)**
UNHCR	9 (1)	207 (14)	528 (35)	446 (30)	209 (14)	72(5)	16 (1)	3 (0)	**1490 (100)**
WFP	16 (3)	84 (18)	112 (24)	105 (23)	86 (19)	31 (7)	21 (5)	5 (1)	**460 (100)**
UNDP	29 (2)	239 (16)	266 (17)	350 (23)	343 (23)	188 (13)	72 (5)	11 (1)	**1498 (100)**
UNFPA	12 (3)	43 (11)	34 (9)	80 (21)	149 (39)	48 (13)	12 (3)	3 (1)	**381 (100)**
UNOPS	0 (0)	34 (10)	62 (19)	85 (26)	107 (32)	30 (9)	10 (3)	2 (1)	**330 (100)**
UNICEF	2 (0)	107 (15)	131 (19)	209 (30)	158 (22)	70 (10)	20 (3)	6 (1)	**703 (100)**
Specialized agencies and IAEA									
ILO	0 (0)	12 (2)	126 (17)	212 (29)	280 (38)	67 (9)	19 (3)	11 (2)	**727 (100)**
FAO	21 (2)	175 (13)	262 (19)	420 (29)	329 (24)	127 (9)	45 (3)	15 (1)	**1394 (100)**
UNESCO	44 (4)	216 (21)	250 (24)	212 (20)	203 (20)	70 (7)	32 (3)	11 (1)	**1038(100)**
ICAO	1 (0)	32 (14)	61 (23)	156 (35)	52 (24)	17 (3)	5 (1)	2 (0)	**326 (100)**
WHO	1 (0)	87 (7)	218 (16)	292 (22)	483 (37)	174 (13)	45 (3)	24 (2)	**1324 (100)**
UPU	0 (0)	4 (6)	23 (34)	22 (34)	8 (12)	7 (10)	3 (4)	0 (0)	**67 (100)**
ITU	6 (2)	39 (12)	93 (28)	84 (26)	80 (25)	14 (4)	3 (1)	5 (2)	**324 (100)**
WMO	0 (0)	2 (2)	13 (10)	40 (33)	44 (35)	12 (10)	10 (8)	3 (2)	**124 (100)**
IMO	0 (0)	19 (14)	25 (19)	28 (21)	38 (29)	15 (11)	6 (5)	1 (1)	**132 (100)**
WIPO	1 (0)	66 (15)	103 (23)	123 (26)	89 (20)	47 (10)	17 (4)	7 (2)	**453 (100)**
UNIDO	2 (1)	23 (9)	60 (23)	66 (25)	75 (29)	29 (11)	5 (2)	1 (0)	**261 (100)**
UNWTO	5 (13)	9 (24)	9 (24)	13 (34)	2 (5)	0 (0)	0 (0)	0 (0)	**38 (100)**
IAEA	4 (0)	65 (7)	288 (30)	336 (35)	233 (24)	33 (3)	4 (0)	7 (1)	**970 (100)**
TOTAL	*213 (1)*	*2254 (12)*	*4606 (25)*	*5227 (28)*	*4000 (22)*	*1442 (8)*	*483 (3)*	*204 (1)*	***18429* (100)**

Source: CEB database

[15] Percentage is rounded and provided in the brackets.

ANNEX III

Age distribution of Professional staff at headquarters and other established offices as at 31 December 2004[16]

ORGANIZATION	LESS THAN 30 YRS.	30 YRS. TO LESS THAN 35 YRS.	35 YRS. TO LESS THAN 40 YRS.	40 YRS. TO LESS THAN 45 YRS:	45 YRS. TO LESS THAN 50 YRS.	50 YRS. TO LESS THAN 55 YRS.	55 YRS. TO LESS THAN 60 YRS.	60 YRS. TO LESS THAN 65 YRS.	65 YRS. AND OVER	TOTAL
United Nations, funds and programmes										
UN	165 (3)	645 (10)	824 (13)	1051 (17)	1040 (17)	1212 (19)	1088 (17)	231 (4)	24 (0)	**6280 (100)**
UNRWA	3 (3)	11 (10)	20 (18)	16 (14)	18 (17)	17 (16)	20 (18)	3 (3)	1 (1)	**109 (100)**
UNHCR	41 (3)	179 (12)	230 (15)	259 (17)	309 (22)	272 (18)	180 (12)	19 (1)	1 (0)	**1490 (100)**
WFP	33 (7)	76 (17)	88 (19)	78 (17)	79 (17)	55 (12)	42 (9)	9 (2)	0 (0)	**460 (100)**
UNDP	82 (6)	254 (17)	202 (13)	216 (14)	271 (18)	250 (17)	192 (13)	30 (2)	1 (0)	**1498 (100)**
UNFPA	20 (5)	46 (13)	31 (8)	41 (11)	62 (16)	88 (23)	76 (20)	17 (4)	0 (0)	**381 (100)**
UNOPS	9 (3)	27 (8)	51 (15)	51 (15)	65 (20)	62 (19)	51 (15)	12 (4)	2 (1)	**330 (100)**
UNICEF	14 (2)	72 (10)	109 (16)	112 (16)	108 (15)	138 (20)	120 (17)	28 (4)	2 (0)	**703 (100)**
Specialized agencies and IAEA										
ILO	4 (1)	41 (6)	73 (10)	96 (13)	134 (18)	159 (22)	184 (25)	35 (5)	1 (0)	**727 (100)**
FAO	30 (2)	126 (9)	143 (10)	189 (14)	229 (17)	265 (19)	306 (22)	101 (7)	5 (0)	**1394 (100)**
UNESCO	42 (4)	107 (10)	137 (13)	118 (11)	138 (13)	207 (20)	247 (25)	41 (4)	1 (0)	**1038 (100)**
ICAO	3 (1)	9 (3)	19 (6)	28 (9)	61 (19)	72 (22)	94 (28)	39 (12)	1 (0)	**326 (100)**
WHO	19 (1)	71 (5)	134 (10)	215 (16)	260 (20)	296 (23)	288 (22)	39 (3)	2 (0)	**1324 (100)**
UPU	1 (1)	5 (7)	7 (10)	12 (18)	8 (12)	17 (26)	15 (23)	2 (3)	0 (0)	**67 (100)**
ITU	6 (2)	38 (12)	45 (14)	48 (15)	45 (14)	70 (21)	65 (20)	6 (2)	1 (0)	**324 (100)**
WMO	0 (0)	0 (0)	4 (3)	9 (7)	15 (12)	32 (26)	45 (36)	17 (14)	2 (2)	**124 (100)**
IMO	3 (2)	7 (5)	11 (8)	14 (11)	22 (17)	31 (23)	30 (23)	13 (10)	1 (1)	**132 (100)**
WIPO	12 (3)	31 (7)	76 (17)	99 (22)	88 (19)	69 (15)	54 (12)	24 (5)	0 (0)	**453 (100)**
UNIDO	5 (2)	14 (6)	27 (10)	35 (13)	41 (16)	53 (20)	74 (28)	11 (4)	1 (0)	**261 (100)**
UNWTO	1 (3)	2 (5)	5 (13)	3 (8)	3 (8)	12 (32)	11 (29)	1 (3)	0 (0)	**38 (100)**
IAEA	14 (1)	58(6)	84 (9)	134 (14)	199 (21)	211 (22)	197 (20)	70 (7)	3 (0)	**970 (100)**
TOTAL	*507* (3)	*1819* (10)	*2320* (13)	*2824* (16)	*3195* (17)	*3588* (19)	*3379* (18)	*748* (4)	*49* (0)	***18429* (100)**

Source: CEB database

[16] Percentage is rounded and provided in the brackets.

ANNEX IV

Age and grade distribution of Professional staff as at 31 December 2004[17]

AGE BRACKET (YEARS)	P1	P2	P3	P4	P5	D1	D2	UG	TOTAL
LESS THAN 30 YRS.	109	490	80	1	0	0	0	0	680
30 YRS TO LESS THAN 35 YRS	98	1245	841	173	14	0	0	0	2371
35 YRS TO LESS THAN 40 YRS	21	475	1358	843	173	11	0	0	2881
40 YRS TO LESS THAN 45 YRS	9	247	1209	1412	573	89	15	6	3560
45 YRS TO LESS THAN 50 YRS	15	199	848	1537	1084	280	47	11	4021
50 YRS TO LESS THAN 55 YRS	11	141	738	1415	1476	466	158	43	4448
55 YRS TO LESS THAN 60 YRS	15	106	428	1151	1437	637	228	72	4074
60 YRS TO LESS THAN 65 YRS	4	11	63	188	336	149	93	61	905
65 YRS AND OVER.	0	0	1	1	16	9	6	33	66
TOTAL	282	2914	5566	6721	5109	1641	547	226	**23006**

Source: CEB database

[17] The table covers all 28 organizations of the United Nations common system, not only JIU participating organizations.

ANNEX V

Staff average age and average age of entry on duty (EOD)

Orgs	Staff average age			Average EOD age		
	P	GS	Average	P	GS	Average
United Nations, funds and programmes						
UN	46.2	45.4	45.9	35.0	31.9	33.1
UNHCR	45.4	41.2	42.6	33.6	33.1	33.3
UN-Habitat	46.3	43.2	45.1	39.6	32.3	36.7
UNDP	44.3	47.0	44.7	38.2	34.0	37.5
UNFPA	46.9	43.6	44.5	37.9	35.9	36.6
UNICEF	44.5	43.0	44.0	36.0	33.0	35.0
WFP	44.0	43.0	44.0	37.0	32.0	36.0
Specialized agencies and IAEA						
ILO	44.3	47.1	45.6	37.7	31.8	34.6
FAO	49.4	46.8	47.9	43.5	34.6	39.8
UNESCO	47.0	46.0	47.0	38.0	36.0	38.0
ICAO	51.4	47.2	48.9	data under verification		
WHO	49.0	45.0	47.0	44.0	37.0	40.0
UPU	47.0	42.0	44.0	45.0	28.0	34.0
ITU	48.0	46.5	47.1	38.2	33.4	35.1
WMO	51.5	46.5	48.9	44.8	40.0	43.6
IMO	49.4	47.5	48.4	38.0	36.2	37.0
WIPO	44.7	43.6	44.1	40.25	N/A	N/A
UNIDO	49.6	47.5	48.2	43.0	39.0	42.0
UNWTO	N/A	N/A	N/A	N/A	N/A	N/A
IAEA	49.2	45.5	46.9	40.8	31.8	35.3

Source: Latest data provided by organizations in August 2006.

ANNEX VI

Number of retired staff and anticipated retirements

Orga	Number of retired staff					Number of anticipated retirements				
	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
United Nations, funds and programmes										
UN	241	280	293	305	321	347	308	382	435	412
UNHCR	23	21	22	42	36	44	46	62	75	106
UN-Habitat	3	1	6	7	8	3	5	3	3	19
UNDP	15	26	16	22	22	9	43	38	68	69
UNFPA	11	11	12	17	12	8	16	23	24	38
UNICEF	24	30	35	26	10	29	102	125	139	151
WFP	N/A	12	15	15	21	10	23	26	31	38
Specialized agencies and IAEA										
ILO	N/A	N/A	N/A	N/A	N/A	25	61	60	63	63
FAO	275	252	208	217	205	99	92	105	135	114
UNESCO	90	75	63	70	92	71	71	72	81	86
ICAO	27	18	23	30	33	37	41	27	43	28
WHO	92	70	84	80	91	36	128	142	147	149
UPU	4	6	5	6	8	8	4	9	4	7
ITU	29	27	20	45	24	19	16	19	29	40
WMO	14	19	5	25	11	5	12	16	8	13
IMO	9	13	10	3	17	12	11	13	10	10
WIPO	13	14	9	13	17	12	8	14	23	N/A
UNIDO	30	37	38	17	22	9	30	30	29	33
UNWTO	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
IAEA	58	70	96	67	48	23	50	53	49	56

Source: Latest data provided by organizations in August 2006.

Annex VII

Overview on actions to be taken by participating organizations on JIU recommendations

		United Nations and its Funds and Programmes												Specialized Agencies and IAEA												
		United Nations *	UNCTAD	UNODC	UNEP	UN-HABITAT	UNHCR	UNRWA	UNDP	UNFPA	UNICEF	WFP	[OTHER]	ILO	FAO	UNESCO	ICAO	WHO	UPU	ITU	WMO	IMO	WIPO	UNIDO	UNWTO	IAEA
Report	For action	X					X		X	X	X	X	☐	X	X	X	X	X	X	X	X	X	X	X	X	X
	For information and review	☐	X	X	X	X	☐	X	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
Recommendation 1							L		L	L	L						L		L	L	L	L	L	L	L	
Recommendation 2		L					L		L	L	L	L		L	L	L	L	L	L	L	L	L	L	L	L	L
Recommendation 3		E					E		E	E	E	E		E	E	E	E	E	E	E	E	E	E	E	E	E
Recommendation 4		E					E		E	E	E	E		E	E	E	E	E	E	E	E	E	E	E	E	E
Recommendation 5		L					L		L	L	L	L		L	L	L	L	L	L	L	L	L	L	L	L	L
Recommendation 6		E					E		E	E	E	E		E	E	E	E	E	E	E	E	E	E	E	E	E
Recommendation 7		L																								
Recommendation 8		E					E		E	E	E	E		E	E	E	E	E	E	E	E	E	E	E	E	E

Legend:

L: Recommendation for decision by legislative organ
E: Recommendation for action by executive head
Blank: Recommendation does not require action by this organization

- Covers all entities listed in
- ST/SGB/2002/11 other than UNCTAD, UNODC, UNEP, UN-HABITAT, UNHCR, and UNRWA.